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ABSTRACT

On February 8 and 20, 1978, the United States Senate Subcommittee on Child and Human Development heard testimony regarding child care and child development programs which would provide background information to committee members examining how best to shape future federal legislation involving child care and child development. Testimony and prepared statements were presented on several aspects of child care, including operational and health policies, costs of child care, scope of services, and delivery systems. Testimony was heard from parents, child care providers, program directors and others concerned with the welfare of children. Articles, other publications, communications and responses to child care questions posed by Senator Alan Cranston were added to the record. (The appendix contains additional statements, communications, reports, and research studies.) (SE)

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CHILD CARE AND CHILD DEVELOPMENT PROGRAMS, 1977-78

U.S. DEPARTMENT OF HEALTH,
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HEARINGS

BEFORE THE

SUBCOMMITTEE ON
CHILD AND HUMAN DEVELOPMENT

OF THE

COMMITTEE ON HUMAN RESOURCES
UNITED STATES SENATE

NINETY-FIFTH CONGRESS

SECOND SESSION

ON

EXAMINATION OF HOW BEST TO SHAPE FUTURE FEDERAL
LEGISLATION INVOLVING CHILD CARE
AND CHILD DEVELOPMENT

FEBRUARY 8 AND 20, 1978, WASHINGTON, D.C.

PART 2

Printed for the use of the Committee on Human Resources

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CHILD CARE AND CHILD DEVELOPMENT PROGRAMS, 1977–78

WEDNESDAY, FEBRUARY 8, 1978

U.S. SENATE,
SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT
OF THE COMMITTEE ON HUMAN RESOURCES,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:37 a.m. in room 4232, Dirksen Senate Office Building, Senator Alan Cranston (chairman of the subcommittee) presiding.

Senator CRANSTON. The hearing will please come to order. Good morning.

Today, the Subcommittee on Child and Human Development of the Senate Human Resources Committee begins the third in a series of hearings on the subject of child care and child development programs. The purpose of these hearings is to solicit the comments of parents, child-care providers, and others concerned with the welfare of children about how best to shape future Federal legislation relating to child-care and child-development programs.

During the first two hearings of the subcommittee on this subject last fall, we heard from many parents and individuals directly involved in providing child-care services. These hearings have been truly informative for me, and I have been greatly impressed by the deep concern and interest expressed by the many parents and other individuals who have testified.

Two themes predominated in our first two hearings. First, witness after witness described the enormous difficulties faced by working parents—and by parents who want to get off welfare and into the work force—in finding child care at a cost they can afford. Second, the parents testified about the wide variety of needs of different families and communities in the child-care area. They reiterated repeatedly that a single child-care model will not satisfy the diverse needs of the many families who need child-care services.

It is clear that the child-care needs of families with school-age children are quite different from those of families with preschoolers, as are the needs of rural communities, migrant families, handicapped children, and numerous other groups.

As we move forward in attempting to design legislation to deal with these needs, I believe we must develop mechanisms to guarantee parental choice in the selection of child care. Parental choice, however, can be exercised in a meaningful fashion only when there is an adequate supply and diversity of models from which to choose.

The need for adequate child-care services to care for the children of the growing number of working mothers has been documented time and again. Statistics released by the U.S. Department of Labor in March 1977 indicated that, for the first time, a majority of mothers of children under the age of 18 work outside the home. Most of these working mothers have entered the labor force for reasons of financial necessity. Two-thirds work full time. Today, 41 percent of the mothers of children under the age of 6 are in the labor force.

These statistics translate into 6.4 million children under the age of 6 whose mothers work, and 22.4 million children from 6 to 17 whose mothers work.

Yet, there are only 1.6 million licensed child-care openings available throughout the Nation, according to 1976 data from HEW—enough to cover only 25 percent of the children under 6 whose mothers work. The truth is, we simply don't know exactly what is happening to the millions of children not in licensed care arrangements. I hope that today's witnesses can tell us something about where these children are, who is taking care of them, and what quality of care they are receiving.

It is important to note that the Federal Government is already deeply involved in the provision of child-care services. HEW currently estimates that direct and indirect funding by the Federal Government for child care amounted to about $2.5 billion during the last fiscal year. Let me point out that 30 percent of this total is indirect spending under the child care tax credit provision of the Internal Revenue Code, which provides little or no substantial help to many low-income families.

The major Federal payments for child-care support came from the Social Security Act's title XX social services program—about $808 million in fiscal year 1977.

This Federal financial assistance currently affects about 9.6 million children. Since there are, as I indicated earlier, only 1.6 million licensed child-care opening in the country, it seems clear that we need to learn a lot more about the nature of these 8 million unlicensed situations.

Despite this substantial involvement of the Federal Government in the provision of child-care services, we learned in our California hearings that many families—particularly low-income working parents—are excluded from any assistance. Other families, who prefer alternatives to center-based care—for example, family day care or in-home child care—are virtually excluded from direct Federal subsidization.

We need to reexamine closely the role of the Federal Government in child care and determine what changes should be made to make the current Federal involvement more responsive to the needs of families who must have child-care services but cannot afford them without public financial assistance.

There are a number of other important questions which must also be answered as we look at the child-care needs of this Nation. They include such questions as "What constitutes quality child care?" and "What can we do to bring about the necessary quality in our child-care programs?"

Today's witnesses include representatives from many of the national organizations which have been greatly involved in supporting Federal child-care legislation in the past and have contributed much to national efforts thus far in this area.

Many of the organizations are joining together in an effort to seek new Federal initiatives in the child-care area. I welcome this interest and involvement, and look forward to working closely with children's advocacy groups as we begin anew the important task of developing programs to meet the child-care needs of working parents. This series of hearings will continue on February 20, when we will hear from the administration. It will be in this room and begin at 6 o'clock.

We planned that this hearing would run to 12:30. As you know, the Panama Canal debate begins at 12 noon today, and I have to be there at that moment. We will recess if we aren't finished shortly before 12.

Some of our scheduled witnesses have had travel difficulties, so people won't necessarily appear in the order on the agenda.

Our first witness is the Honorable Patricia Schroeder, a U.S. Representative from the State of Colorado.

STATEMENT OF HON. PATRICIA SCHROEDER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF COLORADO

Ms. **Schroeder**. Thank you.

I want to compliment you on your interest in this very important matter.

One of the reasons I have worried so much about child care is that it has been one of our last priorities in how we are spending our time and resources. As a working mother myself, I felt much of the discrimination we still have in this society is toward working mothers who have young children.

I would ask unanimous consent to put my statement in the record.

Senator **Cranston**. Of course.

Ms. **Schroeder**. Let me try to summarize.

I am here to say we need legislation on child care. I don't think it is any great secret that in the past 35 years the American family has undergone phenomenal change. Even though only 7 percent of the American families fit what we call the normal, we still continue legislating like it is 90 percent that fit the normal, normal being the mother staying home and the father going to work. Why we consider that our normal and the average in America, I have no idea.

The statistics are that 7 percent of the families fit this. We are ignoring the real needs of the other 93 percent.

We are saying, "Let them eat cake," "Go hire a housekeeper." We are saying day care is a frill.

For the average mother working for the mortgage, to tell her, "Go hire a housekeeper; day care is a frill," is not realistic.

Maybe part of the reason we in the Senate and House have such trouble dealing with the real world as it is is because it doesn't impact upon Senators and Congressmen. We are not dealing with these problems every day. Somehow we have a tremendous problem in front of us to keep the picture of the real world in focus.

I like to take my children to the floor from time to time. Members look at me, totally aghast, like, "I forgot you were a mother." What is the solution and what can we do?

The solution is not forming another agency or any other thing like that. I think it has got to be having more flexible child care options available to parents.

What are some of them?

One of the things that happened in my District that makes so much sense is they got HUD funds to do some section 8 housing for single-parent families. They put the day care in-house; after-school programs in-house. So you have a nice section 8 high-rise building with single-parent families. They are mutually supportive. They have the day care in-house and after-school programs in-house and put the tuition—day care, school, on a graduated scale, depending on income.

Such an arrangement has released these people to go to work rather than stay on the welfare rolls.

The problems have been, section 8 housing has been eaten up for senior citizens and other groups. They were forced to build one-bedroom apartments because the regulations say you have to have them. For the two- and three-bedroom apartments, they have waiting lists.

It seems to me the housing area is one area in which we could move to make sure the HUD standards take into account the needs of single-parent families and how housing standards can be geared to meet those needs, rather than having to separate the family from the home. I think the welfare program has been a great disappointment. It hasn't dealt with this problem.

Before I came to Congress, I used to be an attorney. I used to take night cases over at some of the different action centers in Denver. I had many welfare mothers as clients. To tell them, "You won't deal with day care" means they won't get a job. They make more money staying home.

One other thing, we can encourage private companies and the Federal Government to do something the telephone company in Illinois tried, and that is the block mother programs. We focus a lot of the child care for the young child. There is also the problem of what do we do with the school children from 3:30 to 5:30? They are home alone.

In this program, they would run through computers how many people live in a certain block area and in that area was a block mother where everybody checks in after school. She is the command and control center for the next 2 hours. It gives them something to do. The mother is not nearly as worried at work, and the block mother gets paid for this.

I think pushing on flexi-hours and part-time hours in the Federal Government is also very important. We have passed a bill on the House side. I certainly hope the Senate proceeds on that, too.

Again, it is interesting. Many women or spouses working would prefer to work less than 40-hour weeks. They need the extra money, but not necessarily a 40-hour week's worth.

The State of Wisconsin polled every one who was working for the State, found 17 percent of them preferred a part-time job and were willing to job share. It didn't cost any more, and they were able to accommodate working mothers, handicapped, older people. Again, I think that is very important.

Some companies and Government agencies have also tried dealing with the flexi-time so as to adjust the hours of working mothers. They are putting them on 5-hour days. There are all sorts of varieties that can happen.

The Federal Government is usually the last to experiment. One of the reasons is OMB insists if you work 1 hour a month you are considered a full employee. With ceilings on, no one is going to hire half a person.

We need more onsite day care in businesses. I think we can do that with tax incentives. We are interested in automobile parking, lunches. It is a logical place to incorporate day care, but we don't go that far. We need to encourage downtown merchants to pool, hospitals to pool.

It also creates a lot of jobs at a time when we are saying we don't have any jobs.

Well, what are we doing?

Even in the Federal Government, we have not made very many strides. Only HUD and HEW have capabilities for that, and OMB is about to cut that out with their proposed regulations requiring that non-Federal activities, not exempt by specific statute, pay equivalent commercial rents for the use of Federal space. They will have to pay rent on a square-foot basis. The mothers now paying $43 a week, it is going to be doubled. If it goes up to $80, will they continue doing it?

I think we need to look at all Federal programs and how they impact on children, be they housing, jobs, OMB policies, no matter what; and I think we would see some real movement if we start focusing that way.

I commend you for holding the hearings, and we will be glad to help on the House side.

[The prepared statement of Ms. Schroeder follows:]

PATRICIA SCHROEDER
1st District, Denver, Colorado

District Office:
Denver Federal Building
1767 High Street
Denver, Colorado 80218
(303) 837-2354

Washington Office:
1131 Longworth House Office Building
Washington, D.C. 20515
(202) 225-4431

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POST OFFICE AND CIVIL SERVICE COMMITTEE

Congreſs of the United States
House of Representatives
Washington, D.C. 20515

TESTIMONY ON CHILD CARE BEFORE THE SENATE SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT OF THE SENATE HUMAN RESOURCES COMMITTEE

BY Rep. Patricia Schroeder (D-CO)
February 8, 1978

Mr. Chairman I appreciate the opportunity to testify today on the need for federal legislation on child care.

In the past 35 years, the American family has experienced dramatic changes. The image of the family in which Dad goes off to work, while Mom stays at home with the two kids and bakes cookies now describes only 7% of families. In the remaining 93% of families either both parents work or the woman is the head-of-household or neither parents work. So why hasn't this knowledge filtered down to the policy makers? Gearing a family policy to only 7% of American families is like the Veterans' Administration trying to gear its policies to the needs of only Civil War survivors.

We cannot go back to the family life of an earlier age, nor should we wish to do so. We must make the government sensitive to the needs of today's family. We need to identify these needs so that we can design and put into practice new attitudes and structures appropriate for our time.

One of the most important needs of today's family is child daycare. Daycare facilities are an economic necessity. What should the government do about daycare? I do not think the solution is in the formation of another agency. The funds would just go to feeding the bureaucracy and the results would be confusion.

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Instead, I would rather see the government become sensitive to the need for child care in all areas of social policy and attack the problem on a number of fronts.

We need to have many options available to parents who need day care facilities. We need flexible alternatives to fit the differing requirements of single and married parents of pre-school and school-aged children.

I would like to see more housing developments built specifically for single parent families which include cooperative day care centers and family counseling. In my district of Denver we have such a program. Warren Village is a model program of family development for low-income singe-parent families with young children. Tuition is based on a sliding scale according to the parent's income. Warren Village has enabled many low-income single parents to become members of the labor force instead of recipients of the welfare dole.

I would also like any welfare reform to include day care options for welfare mothers. Can we afford not to provide day care for welfare mothers? The costs of welfare are substantially higher than the cost of providing good child care for the children of working parents. The alternative is to force welfare recipients and the working poor, who would rather hold down jobs and thus generate tax dollars, to live off the dole at the taxpayer's expense. The absence of a nearby suitable child care center generates costly and unnecessary hardship for low-income, single-parent families attempting to break out of the poverty cycle. Trying to hold down spending on day care is a prime example of false economy.

It seems to me that employing welfare parents in day care operations would not

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only provide adequate staffing for desperately needed day care facilities, but at the same time provide jobs for unemployed women. That's one option. Perhaps welfare mothers could participate in expanded "block mother" programs, providing "back-up" services such as helping out in emergencies, caring for sick school children, and supervising school-aged children after school.

I think a variety of employment policies should be available to enable working parents to spend more time with their children. These include reduced worktime, flexible hours and part-time employment. These options would also be effective tools in fighting unemployment in that it would open up jobs to more workers.

The competition between work and time for family has become a significant problem for increasing numbers of Americans. Adherence to the rigid 40 hour week and 9 to 5 day has increased family scheduling problems dramatically. Some employers have recognized the crucial balance between work and family and the way each has impact on the other. For example, one employer, Control Data Corporation, recently adjusted its work scheduling to meet the needs of its inner city work force in St. Paul, Minnesota by establishing jobs on a part-time basis for working mothers who could work from 9:30 to 2:30--5 hours a day--without incurring expensive day care costs.

I am happy to say that my Subcommittee on Employee Ethics and Utilization has held extensive hearings on bills to expand the use of flexible work schedules and part-time employment in the federal government and that on January 25, the Post Office and Civil Service Committee reported the bills--H.R. 7814 and H.R. 10126.

Passage of this legislation will be significant since government is the largest employer and can set the tone for employment practices throughout the work place. At the same time, the Congress should be investigating other ways to encourage flexible hours of work that help employees meet their family responsibilities.

Some industry and labor representatives have made a start toward providing child care services, but the active participation of many more is required to meet present and future needs. Industries usually respond to a need of employees instead of creating a service on their initiative, so it is necessary that parents be aware of the variety of ways in which industry can contribute to a more adequate child care system.

What can the federal government do to promote on-site day care in private businesses? The only thing we can do, besides douse them with tax write-offs, is to give business viable models to emulate. As of now, HEW and HUD are the only agencies which have specific legislation giving them authority to establish day care center. The few on-site federal day care centers in operation now are being threatened by the Office of Management and Budget's (OMB) proposed regulations requiring that non-federal activities; not exempt by specific statute, pay equivalent commercial rents for the use of federal space. Implementation of these regulations would double the costs to employees who now pay an average of $43 per week for the child care services. I think that the passage of such regulations would hamper not only the federal government's ability to provide child care options for its employees, but also the government's ability to set an example for the private sector to follow.

In closing, I would like to reiterate that any federal child care policy must contain two essential ingredients: flexibility and availability. Each family must have the option to choose the type of day care program that will fit their own unique circumstances. The only constant should be quality.

Senator CRANSTON. I appreciate your presence, your interest, your forceful statement, and your brevity.

Thank you very much.

We will take a very short recess.

[Brief recess.]

Senator CRANSTON. The hearing will please come back to order.

We will proceed with our first two witnesses now, William Pierce, assistant executive director, Child Welfare League, Washington, D.C., and Jackqueline Cook, executive director, Day Care & Child Development Council of America, Washington, D.C.

Marian Wright Edelman, director, Children's Defense Fund, Washington, D.C., and Jeanne Ellis, executive director, Child Care Center of Stamford, Conn., are snowbound and cannot be with us.

I wish to commend those who managed to get here for your efforts.

Because we are on a very tight time frame and I may be interrupted again, I would ask you abbreviate your statements.

You may proceed in whatever order you wish.

STATEMENT OF WIILIAM L. PIERCE, ASSISTANT EXECUTIVE DIRECTOR, CHILD WELFARE LEAGUE, WASHINGTON, D.C.

Mr. PIERCE. Thank you very much.

Originally, Jeanne Ellis, executive director of the Child Care Center of Stamford was going to testify. We are apologetic that she was unable to be here.

I have a long statement which I would like to submit for the record.

The league was established in 1920. It is a very large and diverse organization. We have 400 affiliates in the United States and Canada.

Our complete statement responds to three things basically: First, the issues you raised when you commenced hearings in California, Senator; second, we have five modest recommendations, modest because we would like to see action on day care this year; third, we do have some comments to make on two specific things which the subcommittee staff indicated they would like to have us focus on.

One has to do with the quality of existing day-care spaces, and the other has to do with the impact on parents and children when there is no room; the waiting list phenomenon.

First, let us talk about what is there. It is an underground market. The existing day-care market is an underground market for several reasons: Taxes, low welfare benefits, parental desperation, and wrong-headed public policy.

Tax policy inspires millions of Americans to say "I won't take your child unless the money is paid under the table. I don't want to pay taxes on the money; and I don't want to be licensed."

Low welfare benefits, repeated, tragically, in the administration's welfare reform bill, at least in its present form, contribute to the problem. Decent day-care costs about twice as much as the welfare bill allows parents under the income disregard ceiling of $150 per month, at least in the major metropolitan areas.

We have just heard Congresswoman Schroeder say that in the District the cost is $43 a week, and that only accounts for about half of the real cost; in other words, $86 a week for a decent day-care center HEW and HUD are proud to operate.

And low welfare benefits have led to what we could only describe as the "conspiracy against children" of using the meager day-care funds to supplement the dismally low welfare benefits available to them.

Parental desperation boils down to one choice: Take any kind of day care or leave the kids by themselves, but stay off welfare and keep that job. All sorts of parents, especially the harried and misunderstood millions who are single parents, must work out of economic necessity. They love their children but, lacking decent day care, they will take what they can or leave their children alone.

Wrong-headed public policy is what this country has had about day care, with the exception of two partial enlightenments—first, during the Depression, when day-care "spaces" were created to make jobs for unemployed teachers and professionals; and, second, during World War II, when we were as pragmatic about day care as we were about ships, and got good day care on a cost-plus basis.

Policymakers simply have not been willing to add up all the dollar and human costs and make judgments based on what's best for the next generation of taxpayers. Policymakers have listened to people with such clear self-interest as to make their interest in children tertiary. Policymakers have rarely been brave enough to try and cope with the complex, difficult, costly, controversial social dynamic known as day care.

These hearings, we predict, will stir up the largest storm of mail the subcommittee members will receive on any subject.

Mr. Chairman, the mail will come for good reason: Parents are afraid for their children. Religious organizations fear incursion of secular values into their young. Businesses fear the loss of a profitable industry. Community organizers fear the loss of a powerful organizing tool. Operators of day-care services fear the loss of programs and, thus, their jobs or their power or their profits or their income.

Workers in day-care programs fear the loss of their jobs to some other more professionalized or less professionalized group, or some other union.

Taxpayers fear the costs of day care, added to the cost of the already-high taxes for schools. And local, county and State elected officials fear the combined reaction from all of the above.

All of this is a very long introduction to say that, from our evidence and that of our affiliates all across the Nation, there are a substantial amount of children of working parents who are somewhere, we don't know where. The Census won't tell us because few parents will admit they have their child in a custodial warehouse or overcrowded, unlicensed home, or that they are alone or in the care of a young brother or sister.

Licensing people cannot tell us because policymakers somehow have failed to see the wisdom of spending for licensing child-care providers. Yet, they license others who provide service of a less important and intensive nature, like eating places and haircutting establishments.

Organizations can't tell us because they know of no way, short of the so-called English approach, which I would be glad to describe in some detail.

The English, parenthetically, station people early in the morning and late at night in the neighborhoods where people live, and follow them and see where the children end up.

When they did this, they found most children ended up 10, 15 in a dangerous place, with a provider with no training.

We have only rumors to tell us where the children are. Or we have surveys which have built-in design flaws that guarantee less-than-accurate responses.

The children are floating in an unsupervised limbo while, as you said, $2.5 billion of tax dollars somehow swirl about them. The accountability is virtually nil, and there has been absolutely no response to repeated requests from the League that the Federal Government try and find out what's happening to the children. Instead, we are fed myths, guesses, and hopes—not facts.

Part of the limbo can be surveyed, at least when one can research a waiting list of parents who want day care. In the Stamford agency, we have 139 children on the waiting list. Here are five actual cases:

First, the parent returned the child to her native country because she needed day care, couldn't find it, and had to work. Result: parent and child are separated.

Second case, another parent was able to talk her neighbor and her maternal grandmother into sharing the day-care duties. The child shuttles, is insecure, does not have a consistent care-giver.

Third, one parent had no other choice and put her child in an expensive, lower-quality, for-profit center. The child gets poor care; the parent a poor bargain.

One parent wanted respite because she was undergoing psychiatic treatment for a mental problem. She could not get any slot in the day-care center. Her treatment is not being as effective as it could be. We are wasting time and money. The parent's future is dim.

The fifth case: One parent stayed home and went on welfare. Another willing worker is added to the millions on the welfare rolls.

Clearly, we are not able to state that each segment of our sample represents the corresponding 20 percent of our waiting list. We are able to say that it is a random sample. I am able to assure you that I personally know of worse cases, were I to select from the waiting list.

I would like to end by saying there are no magical choices. There are no magical spaces that exist. You said as much in your opening statement in California, Mr. Chairman. With 1½ million licensed spaces and 6.4 million children under 6 with mothers who are working——

Senator CRANSTON. Excuse me. I have to go out to a telephone. I will be right back.

[Brief recess.]

Senator CRANSTON. Please proceed.

Mr. PIERCE. I was just about at my nondramatic conclusion.

When you opened the hearings, you as much as said that there is a shortfall between 6.5 million children and 1.5 licensed slots. That is true. The need is obvious. We need to do something about bringing those spots up to par. We hope these hearings will be the first step to getting what the children need in this country.

Senator CRANSTON. Thank you very, very much.

[The prepared statement of Mr. Pierce and additional material follows:]

child welfare league of america, inc.

TESTIMONY
OF
THE CHILD WELFARE LEAGUE OF AMERICA

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Subcommittee on Child and Human
Development

COMMITTEE ON HUMAN RESOURCES, U.S. SENATE

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February 8, 1978

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Witnesses: Jeanne H. Ellis,
Executive Director,
Child Care Center,
Stamford, Conn.,
accompanied by
William L. Pierce,
Assistant Executive
Director, Child Welfare
League of America, Inc.

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INTRODUCTION

My name is Jeanne Ellis, and I am Executive Director of the Child Care Center of Stamford, Connecticut, a large day care providing agency which is accredited by the Child Welfare League of America, Inc. I appear today on behalf of the Child Welfare League of America, Inc., and am accompanied by William L. Pierce, Assistant Executive Director of the League.

The League, established in 1920, is the national voluntary accediting organization for child welfare agencies in North America. It is a privately supported organization devoting its efforts completely to the improvement of care and services for children. There are nearly 400 child welfare agencies directly affiliated with the League, including representatives from all religious groups as well as non-sectarian public and private non-profit agencies.

My agency in Stamford is one of many League agencies which provide day care services. And the League's membership is so comprehensive that just as our agency represents the kind of day care services the League's standards call for, so also do the other kinds of agencies within the League represent, in practice, what we recommend in adoption, day treatment, foster family care service, group home service, homemaker service, institutional care for children, residential treatment for children, maternity homes, protective services for neglected

(more)

children (providing services aimed at preventing and treating child abuse and neglect), shelter care for children in emergency, social service for children in their own homes, social services for families, children, and individuals under stress, and social services to unmarried parents.

The League's activities are diverse. They include the activities of the North American Center on Adoption, a specialized foster care training program, research, a new focus on Children and Families which was launched earlier this week in New York City, the Hecht Institute which focuses on Title XX and related services, the American Parents Committee, which lobbies for children's interests, and the Office of Regional, Provincial and State Child Care Associations--which represents a potential of more than 1,000 additional child and family serving agencies in this Nation.

We have, in our many appearances at the invitation of Congress, repeatedly stated our concern for the needs of children who require day care services. Accordingly, we are pleased to accept your invitation to testify today.

CHILD CARE AND CHILD DEVELOPMENT

We have followed with interest the announcement of these hearings and have reviewed your activities during the hearings held in California Nov. 25, 1977, and especially your opening statements at that time.

We will attempt to be responsive to the concerns that were expressed, and to respond to any other questions which you have.

For the record, we would also like to provide you with copies of materials which we have previously provided to this Subcommittee's predecessor, so ably chaired by then-Senator Mondale or to Chairman Brademas' Subcommittee. Those very extensive materials were included in Part 2 of the Hearings on the Child and Family Services Act of 1975 printed by your Committee. In the interest of conserving the taxpayers' funds, we will leave it to the discretion of staff as to which items from those pages -- pages 187 through 389 -- are useful for inclusion in the Hearings print resulting from the current discussions of day care.

We would also be pleased to provide the Subcommittee with such other information as may be useful, after the hearings have concluded.

SIX MAJOR CONCERNS

Mr. Chairman, let us begin by briefly responding to the six issues you raised at the commencement of these hearings.

1. We believe that quality child care consists of the care provided by agencies, family day care providers, or others which is reasonably in compliance with the long-standing Standards of the League--or with the 1968 Federal Interagency Day Care Requirements.

   We believe that the way to bring about quality in child care programs is for the public bodies (in this case, the Federal Government) which pay for the care, to any extent, whether directly or indirectly, to require compliance with a minimum quality standard as a condition of receiving public funds.

2. The special needs of different groups for child care are too diverse to discuss briefly. We do believe that programs must be comprehensive and meet the needs, on an individualized basis, of all families and children who require child care.

3. We believe that the major need is for adequate funding and monitoring of day care programs, not information and referral agencies.

4. The issue of allowing individual parents and local communities to retain control over programs with a minimum of bureaucracy and administrative red tape is probably the most complicated of all the issues related to day care and child care. It involves concerns about civil rights, politics, jobs, existing and emerging delivery systems which are competing for authority and power--just as a beginning list. Our simple--you may call it simplistic--response is: "no

presumed prime sponsor should be specified in any new legislation."

5. Although child day care and related services clearly serve as a support to employment and training programs, we believe that they must be considered, operated, and funded as "child-benefit" programs. So long as they are employment-related, we will continue to perpetuate a non-system of very low-quality and low-cost services for children to enable the employment "cost-benefit" ratios to work.

6. The cost-effectiveness of programs for children must be assessed over the full lifetime of those children if we are to avoid social disaster. The taxpayers and productive genius of America of the year 2000 are in today's day care centers and homes. Cheap, custodial care today may seem to be a bargain. But for those concerned about the well-being of our society, damaging environments for our young are no bargain. Rather, they predict a dismal future filled with people so hurt and so handicapped as to be very unproductive.

TWO PARTICULAR CONCERNS

In discussions with the Subcommittee staff, it became clear that there were two particular questions you would like to have us respond to. One had to do with the quality of existing day care "spaces" and the other had to do with the impact on parents and children when there's no room in a good program.

THE UNDERGROUND MARKET

The existing day care market, in large part, is an underground market for reasons having to do with taxes, low welfare benefits, parental desperation, and wrong-headed public policy.

Tax policy inspires millions of Americans to say: "I won't take your child unless the money is paid under the table. I don't want to pay taxes on the money and I don't want to be licensed."

Low welfare benefits (repeated, tragically, in the Administration welfare reform bill--at least in its present form) contribute to the problem. Decent day care costs about twice as much as the welfare bill allows parents under the income disregard ceiling of $150 per month, at least in the major metropolitan areas. And low welfare benefits have led to what we could only describe as the "conspiracy against children" of using the meager day care funds to supplement the dismally low welfare benefits.

Parental desperation boils down to one choice: take any kind of day care or leave the kids by themselves, but stay off welfare and keep that job. All sorts of parents, especially the harried and misunderstood millions who are single parents, must work out of economic necessity. They love their children but, lacking decent day care, they will take what they can or leave their children alone.

Wrong-headed public policy is what this country has had about day care, with the exception of two partial "enlightenments" -- first during the Depression, when day care "spaces" were created to make jobs for unemployed teachers and professionals and second, during World War II when we were as pragmatic about day care as we were about ships and got good day care on a cost-plus basis. Policy makers simply have not been willing to add up all the dollar and human costs and make judgments based on what's best for the next generation of tax-payers. Policy makers have listened to people with such clear self-interest as to make their interest in children tertiary. Policy makers have rarely been brave enough to try and cope with the complex, difficult, costly, controversial social dynamite known as "day care." These hearings, we predict, will stir up the largest storm of mail the Subcommittee members will recieve on any subject. The mail will come for good reason. Parents are afraid for their children. Religious organizations fear incursion of secular values into their young. Businesses fear the loss of a profitable industry. Community organizers fear the loss of a powerful organizing tool. Operators of day care services fear the loss of programs and, thus, their jobs or their power. Workers in day care programs fear the loss of their jobs to some other more professionalized or less professionalized group. Taxpayers fear the costs of day care added to the cost of the already-high taxes for schools. And local, county and state elected officials fear the combined reaction from all of the above.

All of this is a very long introduction to say that, from our evidence and that of our affiliates all across the Nation, there are a substantial amount of children of working parents who are "somewhere." We don't know where. The Census won't tell us because few parents will admit they have their child in a custodial warehouse or overcrowded, unlicensed home--or that they're alone or in the care of a young brother or sister. Licensing people can't tell us because policy makers somehow have failed to see the wisdom of spending for licensing child care providers--yet they license others who provide services of a less important and intrusive nature, like eating places and hair-cutting establishments. Organizations can't tell us because they know of no way--short of the English approach William Pierce can describe in some detail--of actually knowing where children go. (The "English approach" consists of actually stationing people on street corners very early in the morning and very late in the evening and following parents with children to see where the children spend their time while their parents are at work.)

We have only rumors to tell us where the children are. Or we have surveys which have built-in design flaws that guarantee less-than-accurate response.

The children are floating in an unsupervised limbo, while millions of parents and caregivers and hundreds of millions of tax dollars somehow swirl about them. The accountability is virtually nil and there has been absolutely no response to repeated requests from the League that the Federal government try and find out what's happening to the children. Instead, we are fed myths, guesses, and hopes--not facts.

THE WAITING LISTS

Part of the limbo can be surveyed, at least when one has a waiting list of parents who want day care to research. In our Stamford agency, we have 139 currently on our waiting list. Because of time and budget constraints, we were able to only do a partial sample of the list and here are five actual cases.

1. The parent returned the child to her native country because she needed day care, couldn't find it, and had to work. Parent and child are separated.
2. Another parent was able to talk her neighbor and her maternal grandmother into sharing the day care duties. Child does not have consistent caregiver.
3. One put her child in an expensive, lower-quality for-profit center. Child gets poor care, parent poor bargain.
4. One wanted "respite" because she was undergoing psychiatric treatment. She got no day care and she's still having mental problems. Parent's future is dim.
5. One stayed home and went on welfare. Another willing worker is added to the millions on the welfare rolls.

Clearly, we are not able to state that each segment of our sample represents the corresponding 20 percent of our waiting list. We are able to say that it is a random sample. I am able to assure you that I personally know of worse cases, were I to select from the waiting list.

We fear that the sample is typical simply because there are no "magical choices" out there for the parents on our waiting lists. You said as much in your opening statement in California, Senator Cranston. With a million and a half licensed spaces and 6.4 million children under six with mothers who are working, the answer is obvious and the need for action is acute.

RECOMMENDATIONS

Recommendations are difficult, especially given the history of day care legislation in recent years. Here are some, nonetheless.

1. Provide funds for licensing.* From the Title XX program to the Work Incentive program to the USDA program which provides food for day care programs, this is a key problem. Several years ago, the Nation's foremost licensing experts told us the average annual cost of licensing would be $20 per child. Allow for inflation and multiply the authorization times the number of children you want to assure get minimally-decent care.
2. Make HEW obey the law. Since 1968 a workable plan

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* A Model State Day Care Licensing Act and list of endorsing groups is provided as Attachment 1.

to ensure quality services when Federal funds are involved has been a Federal regulation. The Federal Interagency Day Care Requirements could have been the charter of decency for day care had HEW wanted to enforce them, had Congress insisted they enforce them, and had the various other parties been willing to accept them. The history of the Requirements is a major tragedy of social policy, the last act of which is not yet played. For instance, the League recently wrote HEW about the Requirements controversy, and a copy of that letter is attached for your information.[*] In that letter, the League recites the history of enforcement of those Requirements and the so-called "appropriateness study" and calls on the Secretary to make a choice -- quality or cost. As an example of the problem, look at the enclosed HEW interpretation of one of the more simple provisions of the Requirements.[**]This HEW interpretation redefines satisfactory compliance with a requirement for a "comprehensive health evaluation by a physician." HEW's reading in not reflected in the plain language of the Requirements. Apparently HEW Regional Office officials clearly and accurately reflected the language of the Requirements in responding to the State. HEW at the National level gave a response which does two things:

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[*] Feb.1,1978, letter to Joseph Califano provided as Attachment 2.
[**] Dec. 21,1977, letter to Eli Lipschultz provided as Attachment 3.

a) does not insure that children get the evaluation from a physician, as intended by the regulations;

b) rewrites "physician" as provided in the regulations to broader "health professional" and "team" concepts which may be easier and less expensive for States to comply with.

3. Require HEW to gather data, through outside professional sources as well as governmental avenues, on the arrangements parents make for their children while working. Consider stipulating an on-the-scene reporting system for a sample of the Nation's working parents, according to the English model.

4. Require HEW to publish, annually,

based on the data gathered as part of recommendation three, a report on child care which reflects neither pro-day care nor anti-day care bias and neither pro-spending nor anti-spending bias.

5. Require States and other non-Federal public bodies to report data in cooperation with the HEW survey, or suffer a three percent penalty on all funds provided for day care programs. Existing child care data, even when requested by and published by the Senate, is filled with references such as: "incomplete; data not reported by Arizona, Guam, Missouri, and New York...excludes Cook County, downstate estimated data only." (Child Care, Senate Finance Print, p.95). Eleven States did not report accurate or timely data for a survey of child day care licensing released by the Library of Congress. (Copy attached entitled "Table 13. -- Licensed or

approved day care centers and family day care homes, by auspices and capacity, by State, March 1972".)[*]

In this data, States with no data included:

Arizona, California, District of Columbia, Indiana, and Virginia.

Delaware, Iowa, Michigan, New York, Pennsylvania, and the Virgin Islands had data, but it was a year old.

Given the poor State reporting, it is no wonder that foes of day care legislation have such a field day with those of us who are advocates--we can't even reliably tell them who's getting what where.

OTHER RECOMMENDATIONS

We stop at five recommendations because we would like to see a start made with respect to the day care problems that are plaguing our children, agencies which are trying to serve those children and their parents, and lawmakers who are genuinely concerned with sorting out some answers despite the complexity of the issues.

We also limit our recommendations because, much as this Subcommittee may wish to make sense out of the day care mystery, its authority does not include the majority of those day care funds which are being expended in the most questionable manner. Our comments to those other legislative committees have, to be sure, been duly offered. We hope for the time when the Congress will place all of the children's programs under a committee charged primarily with children's and parents' interests. Then, perhaps, we can begin to really sort out some partial solutions based on human needs of children--not employment program cost-benefit formulas, the need to cope with the tide of sentiment against welfare recipients, tax and other considerations which are sound for Fiscal 1980 but disastrous for Fiscal Year 2000.

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[*] Copy of Table 13 provided as Attachment 4.

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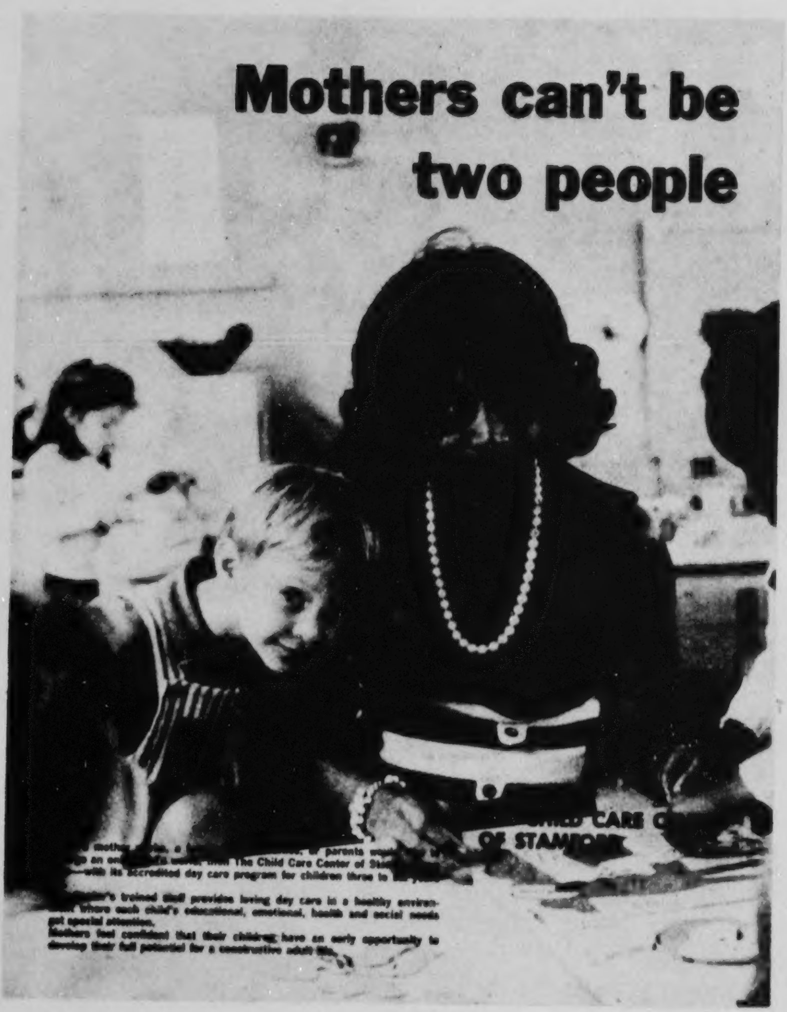
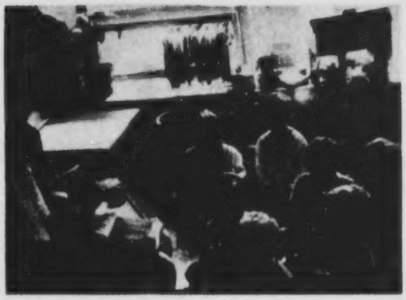
WLP/klh


Mothers can't be two people
CHILD CARE C
OF STAMFORD

[illegible] mother [illegible] a [illegible] parents [illegible] an [illegible] The Child Care Center of Sta[illegible] —with its accredited day care program for children three to [illegible]

[illegible]'s trained staff provides loving day care in a healthy environ[illegible] where each child's educational, emotional, health and social needs get special attention.

Mothers feel confident that their children have an early opportunity to develop their full potential for a constructive adult life.



- A young child's education includes his early play experiences. At the Center a professional teaching staff helps him develop his natural curiosity and enthusiasm through imaginative play. Children work with paints, clay, building blocks, paper and paste; listen to music, stories, and plays; learn mathematical concepts. Field trips widen their experience as they ride a train or bus, visit a museum, library, airport, zoo, a farm, a police or fire station.

- Each day's schedule is carefully planned so that a busy, lively period is followed by a quieter activity. After lunch, cots are set up, and the children listen to a story or soft music before settling down to rest.

- In good weather, there are outdoor play periods in the well-equipped playground.

- For the kindergarten child who needs full day care, a program has been set up with the cooperation of the Stamford Board of Education.

- Children work and play in small groups under the supervision of a professional director, qualified teachers, assistants, and a social worker. In all their play experiences, the children learn to work together as a group and to cope with the challenges of their emerging world.

- The Center is open from 7:30 A.M. to 5:15 P.M. Monday through Friday.

- Home cooking is a specialty, provided by a dedicated and devoted staff. A nutritious lunch is served at noon, juice and sandwiches served in mid-morning and milk and cookies in mid-afternoon.

- Fees are arranged on a sliding scale according to the parents' ability to pay, taking into consideration the family's size and income.

- There is an active parent association which, in cooperation with the staff, participates in planning programs, activities and functions which contribute to happy and fulfilling experiences for the children.

THE CHILD CARE CENTER OF STAMFORD, INC.

177 Broad Street
Stamford, Connecticut
203/323-5944

Since 1902, a caring center meeting changing needs within the community.

The Center offers the following special services:

- Social services for families and children
- Health and nutrition
- Information and referral to other agencies
- Family life education
- Training and recruitment of professionals, volunteers and aides
- A laboratory training center in early childhood education

The Child Care Center of Stamford, Inc., is an agency of the United Way. It is accredited by the Connecticut State Board of Education and is a member of the Child Welfare League of America. As a recognized group of experts in the field of early childhood education, it administers the Stamford Day Care program and The Head Start program, among others. In addition, it serves as a model for programs in other communities.

ATTACHMENT 1

The State Day Care Facility Licensing Act

INTRODUCTION

There is little disagreement that children in day care need adequate protection. There is a great deal of difference of opinion about what is "adequate." On the one hand, many organisations hold that the interests of the child are most important and need to be protected by the licensing process. This position grows out of and is directly related to their position in regard to child neglect and abuse: some parents and guardians do not care for their children adequately. On the other hand, there are those who hold that there is no need to license day care, and that the responsibility of deciding what is and what is not adequate care for children should be left to the caregivers and the parents.

In addition to this basic disagreement about whose interests are paramount, there are also conflicting interests apart from those at issue in the day care of children. If the various problems connected with licensing day care were solved, as a service caring for children, there would be still three related areas: fire codes; safety codes; building codes. In each of these three areas, there are legitimate concerns which also must be addressed. For instance, it can be said that day care centers should be allowed wherever there is a need for such services. On the other hand, allowing day care centers to be built in some areas would be ill-advised: certain residential areas have zoning restrictions; certain other areas are inappropriate for children because of hazardous conditions.

In recognition of these problems, and stimulated by a substantial growth in interest by governments and others in more rapid development of day care services, a licensing project was begun by the Federal government beginning in September, 1970. Many organizations sent representatives to the various meetings called in connection with that project, but some were dissatisfied with the day care licensing act and related materials which HEW eventually published. The dissatisfaction with the HEW document was along two lines: 1) the document attempted to cover too much detail, and was not in a format which could be easily addressed by most stage legislatures; 2) the document reflected a philosophy of day care licensing which was not sufficiently protective of children.

The Act drafted by the Day Care Alliance does not attempt to discuss all of the issues related to day care facility licensing. Although the Day Care Alliance recognizes that there are problems with fire, safety, and building codes for day care facilities, the Alliance believes that those issues must be dealt with in other documents, not as part of any suggested legislation. Additionally, the Alliance believes that the variance between states is, to some degree, the result of practical experience gained over time and that any adjustments in the fire, safety, and building codes within a state must be done with utmost caution. Many of the organizations in the Alliance have published materials relating to these matters and at some future date the Alliance may draft some general guidelines in the area. For now, the Alliance believes that the major need is for a licensing act that responds to the needs identified early by the HEW study:

1. "The three categories of day care facilities--family day care homes, group day care homes, and day care centers--are defined in different terms from State to State, but some States do not include all three definitions in their regulations."

2. "State licensing of family day care homes is not mandatory in 10 States."

3. "Some States do not apply mandatory State licensing requirements in all cities and counties."

The Alliance's draft legislation is aimed at meeting these three major deficiencies. The Alliance draft:

1. Defines the three categories of day care facilities (cited above) in terms similar to those contained in the chief Federal regulation which applies to day care and with which most states must comply in order to receive reimbursement, the 1968 Federal Interagency Day Care Requirements.

2. Makes licensing of family day care homes mandatory.

3. Provides a legal base for states to apply mandatory state licensing requirements in all cities and counties.

The Alliance draft, since it is related closely to the 1968 Federal Interagency Day Care Requirements, would provide slightly higher quality care than the HEW draft. The Alliance believes that, essentially, the quality floor should be higher than those who published the HEW draft. There are also important differences in two other areas: the Alliance draft stresses parental involvement; the Alliance code recognizes the fact that day care services involve a number of professional disciplines.

The Alliance draft also differs from the HEW draft in that it requires most family day care homes to be individually licensed. This recommendation, while it differs from that of some licensing experts, is based on the history of failure of the alternative approach -- registration or non-licensing. An important study just completed in England shows that unlicensed family day care homes are a key factor in the continuing incidence of deprivation and poverty, and that there are clear connections between school failure, delinquency, and the like, and the use of non-licensed family day care homes.

The Alliance draft also differs from the HEW draft in that it does not allow for a delegation of licensing authority to large operators of day care programs called "day care systems." Some believe that it may be a conflict of interest for a day care operator to license or otherwise enforce regulations which pertain to his programs.

The Alliance draft grows out of a belief that children require "an extra pound of protection," that the evidence shows that even well-meaning care-givers can and do harm children, and that it is the duty of the states to set such licensing requirements as are necessary to guarantee the health, safety and well-being of these particularly vulnerable citizens, young children.

It is the hope of the Alliance that consideration of this draft legislation will lead to an examination of the existing state and other licensing codes, and that such amendments will be made as are necessary to protect children.

STATE DAY CARE FACILITY LICENSING ACT

(Most states currently have statutes that provide for the licensing of day care facilities; however, when legally challenged, it has been demonstrated that some of the statutes are deficient. The draft legislation below constitutes no more than suggestions with respect to the problems posed by some licensing statutes. The language should, therefore, be introduced only after careful consideration of local conditions. Existing constitutional and statutory requirements should be examined.

In general, the draft is based on these premises: 1) government's responsibility to protect the rights and welfare of its citizens in matters related to the provision and use of services rests on a benevolent exercises of the police powers of the individual states; 2) day care as a facility or a service to be regulated to be an exercise of the doctrine of parens patriae -- the state acting as protector or ultimate guardian in matters affecting the welfare of children.)

SUGGESTED LEGISLATION

(Title, enacting clause etc.)

SECTION 1. /Short Title./ This Act shall be entitled The Child Day Care Facility Licensing Act. 1/

1/ (Comment. The statute is addressed to day care and not to the licensing of other child care or child placement facilities. Some legislatures may wish to include other licensing tasks in a single statute.)

SECTION 2. [Purpose.] The purpose of this Act is to authorize the licensing of day care facilities for children. Licenses are authorized if the Act and applicable rules and regulations are met. Penalties are established if day care facilities are operated without the required license. The purpose of licensing is to regulate day care facilities so as to assure that those facilities will offer and assure children the care, protection, supervision and the promotion of sound growth and development necessary to their health, safety and welfare.

SECTION 3. [Definitions.] As used in this Act:

(1) "day care" means the care, supervision, and guidance of a child or children, unaccompanied by a parent, on a regular basis, with or without pay, for periods of at least 2 hours but less than 24 hours per day, in a place other than the child's or the children's own home or homes;

(2) "day care facility" means a "family day care home," a "group day care home," or a "day care center," as defined in this Act, whether known or incorporated under some other descriptive title or name such as "Day Nursery," "Nursery School," "Child Play School," "Day Camp," "Child Development Center," "Early Childhood Center," "Recreation Center," and the like: provided, however, that "day care center" does not include a public or private elementary or secondary school engaged in providing legally authorized educational and related functions and which meets the accreditation standards applicable in that state; 2/

2/ (Comment. It is recognized, however, that a day care facility, subject to licensing, might be operated in connection with these public or private schools.)

(3) "family day care home" means an occupied private residence which receives one or more but fewer than seven children who are unrelated to the resident caregiver. No more than five children may be received when children under 3 years of age are received, and no more than two children under 3 may be received at the same time. The maximum number of children to be received shall be reduced by the number of children normally residing in the home who are related or unrelated to the resident caregiver.

(4) "group day care home" means an occupied private residence which receives seven through twelve children who are unrelated to the resident caregiver. The maximum number of children to be received shall be reduced by the number of children normally residing in the home who are related or unrelated to the resident caregiver. 3/

3/ (Comment. It is recognized, however, that the group day care home would probably require some modification of the home and that the modified home should serve only as many children as it can integrate into its own physical setting and pattern of living. It is especially suitable for school-age children, who do not require a great deal of mothering or individual care, and who can profit from considerable association with their peers. If preschool children are received, appropriate reduction should be made in the total number of children received or additional staff should be obtained. Preschool children should be cared for somewhat separately, and the child-staff ratio for the preschool group should not exceed five to one. If children under 3 are received, they should be cared for separately, by caregivers who are solely responsible for their care, and the child-staff ratio should not exceed two to one.)

(5) "day care center" means (i) any facility other than an occupied residence which receives one or more children for day care, or (ii) any facility including an occupied residence which provides day

care for 13 or more children including the children normally residing in the home and children received for day care who are related or unrelated to the resident caregiver. 4/

> 4/ (Comment. Day care centers should not accept children under 3 years of age unless the care approximates the mothering in the family home. If children under 3 are received, they should be cared for in a separate part of the center, by caregivers who are solely responsible for their care, and the child-staff ratio should not exceed two to one. As far as a reasonable staffing pattern will permit, the same persons would be charged with the care of the same infants.)
>
> Child-staff ratios in all facilities should be lowered in all instances where children with handicapping conditions or special needs are served.

(6) **DAY CARE OPERATOR.** The person, corporation, partnership, voluntary association, or other public or private organization ultimately responsible for the overall operation of a day care facility.

(7) **CAREGIVER.** Any person whose duties include direct care, supervision and guidance of children in a day care facility.

(8) **CHILD.** A person who has not reached the eighteenth birthday.

(9) **DEPARTMENT.** The State agency designated to administer day care licensing under this Act. 5/

> 5/ (Comment. The licensing function should be carried by a state agency which has a major interest and responsibility for comprehensive services to children and their families. The legislature in each state can best identify that agency.)

(10) **BOARD.** The State Advisory Board on day care licensing named under this Act to advise the department.

(11) DIRECTOR. The administrative head of the department.

(12) RELATED. Any of the following relationships by marriage, blood, or adoption: parent, grandparent, brother, sister, step-parent, step-brother, step-sister, uncle, aunt.

(13) LICENSE. A license issued to an operator of a new day care facility authorizing the licensee to operate in accordance with the provisions of the license, this Act, and the rules and regulations of the department.

(14) PROVISIONAL LICENSE. A license issued to an operator of a new day care facility authorizing the licensee to begin operations although the licensee is temporarily unable to comply with all of the requirements for a license, but in no case shall such a provisional license be effective beyond 18 months.

(15) APPROVAL. A written notice issued to a department, agency, or institution of the State, or a county, city, or other political subdivision, approving the operation of a day care facility in accordance with the provision of the notice, this Act, and the rules and regulations of the department.

(16) PROVISIONAL APPROVAL. A written notice issued to a department, agency, or institution of the State, or a county, city, or other political subdivision approving the commencement of operations of a day care facility although the operator is temporarily unable to comply with all of the requirements for approval, but in no case shall such provisional approval be effective beyond 18 months.

SECTION 3. [Licensing and approval.]

a) No person, corporation, partnership, voluntary association, or other organization may operate a day care facility unless licensed to do so by the Department: Provided, however, that operation of a home specifically excluded from the definition of family day care home shall not preclude the issuance of a license if application is made for one.

b) Day care facilities operated by the State, or by a county, city, or other political subdivision, must meet or exceed requirements for all other licensed operators of day care facilities. The department, agency, or institution of the State, or the county, city, or other political subdivision which operates a day care facility or facilities shall obtain approval from the department rather than licensure in order to operate such facility or facilities. The department shall provide visitation, consultation, and information services to such departments, agencies, or institutions of the State, and to such counties, cities, or other political subdivisions.

c). Application for license or approval shall be made on forms supplied by the Department and in the manner it prescribes.

d) Before issuing a license or approval the Department shall conduct an investigation of the applicant and the proposed plan of care, maintenance, and supervision for children and for operating a day care facility. If the results of the investigation satisfy the department that the provisions of this Act and the applicable rules and regulations promulgated by the department are satisfied, a license or approval shall be issued. If the results of the investigation satisfy the Department that all of the applicable rules and regulations cannot be met immediately but can and will be met within six months or less, and the deviations do not threaten the health or safety of the children, then a provisional license or provisional approval shall be issued for a period not to exceed six months from the date of such issuance.

SECTION 5. /Denial and Notice./

a) An applicant who has been denied a license by the Department shall be given prompt written notice thereof by certified or registered mail to the address shown in the application. The notice shall contain a statement of the reasons for the denial and shall inform the applicant that there is a right to appeal the decision to the Director in writing within 30 days after the mailing of notice of denial. Upon receiving a timely written appeal the Director shall give the applicant reasonable notice and an oppportunity for a prompt hearing before an impartial hearing examiner with respect to the denial of the application. On the basis of the evidence adduced at the hearing, the hearing examiner shall make the final decision of the Department as to whether the application shall be granted either for a license or a provisional license or denied.

b) An applicant who has been denied approval by the Department shall be given prompt written notice thereof, which shall include a statement of the reasons for the denial. The notice also shall inform the applicant that it may, within 30 days after the mailing of the notice of denial appeal the denial by making a written request to the director for an opportunity to show cause why its application should not be denied. Upon receiving a timely written request the director shall give the applicant reasonable notice and an opportunity for a prompt, informal

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meeting with the director or his designee with respect to the denial of the application and an opportunity to submit written material with respect thereto. On the basis of the available evidence, including information obtained at the informal meeting and from the written material, the Director shall decide whether the application shall be granted for approval, provisional approval or denied. The decision of the Director shall be in writing, shall contain findings of fact and rulings of law, and shall be mailed to the parties to the proceedings by certified or registered mail to their last known addresses as may be shown in the application, or otherwise.

SECTION 6. /Powers to suspend, revoke, or make probationary./

a) The Department shall have power to suspend, revoke, or make probationary a license or approval if a licensee or approved operator is found not to comply with the rules and regulations of the Department respecting day care facilities.

b) A licensee or approved operator whose license or approval is about to be suspended, revoked or made probationary shall be given written notice by certified or registered mail addressed to the location shown on the license or approval. 6/

6/ (Comment. The text permits suspension and revocation only after opportunity for a hearing. It should be noted that Section 7 of the Act provides for injunctive relief where serious harm to children is threatened.)

The notice shall contain a statement of and the reasons for the proposed action and shall inform the licensee or approved operator that there is a right to appeal the decision to the director in writing within 10 days after the mailing of the notice of the proposed action. If no timely written appeal is made, the license shall be suspended, revoked or made probationary as of the termination of the 10 day period.

In the case of a license, upon receiving a timely written appeal the director shall give the licensee reasonable notice and an opportunity for a prompt hearing before a hearing examiner with respect to the proposed action. On the basis of the evidence adduced at the hearing, the hearing examiner shall make the final decision of the Department as to whether the license shall be suspended, revoked or made probationary.

In the case of an approval, upon receiving a timely written appeal, the director shall give the approved operator reasonable notice and an opportunity for a prompt, informal meeting with the Director or his designee with respect to the proposed action, and an opportunity to submit written material with respect thereto. On the basis of the available evidence including information obtained at the informal meeting and from the written material, the Director shall decide whether the approval shall be suspended, revoked or made probationary. The decision of the Director shall be in writing, shall contain findings of fact and rulings of law, and shall be mailed to the parties to the proceedings by certified or registered mail to their last known addresses as may be shown in the application, or otherwise.

Provided, however, that if the Director finds that the health or safety of the children so requires, he shall order the immediate suspension of the license or approval. The licensee or approved operator shall be given written notice of the order by personal service or by certified or registered mail addressed to the location shown on the license or approval. The notice shall contain a statement of the reasons for the suspension and shall inform the licensee or approved operator that there is a right to petition the Director to reconsider the order. The petition shall be in writing and shall be made within 10 days after the personal service or the mailing of the order. In the case of a license, upon receiving a timely written petition, the Director shall give the licensee or approved operator reasonable notice and an opportunity for a prompt hearing before a hearing examiner with respect to the order of suspension of the license or approval. On the basis of the evidence adduced at the hearing, the hearing examiner shall make the final decision of the Department as to whether the order of suspension shall be affirmed or reversed.

In the case of an approval, upon receiving a timely written petition, the Director shall give the approved operator reasonable notice and an opportunity for a prompt, informal meeting with the Director or his designee with respect to the proposed action, and an opportunity to submit written material with respect thereto. On the basis of the available evidence, including information obtained at the informal meeting and from the written material, the Director shall decide whether the order of suspension shall be affirmed or reversed. The decision of the Director shall be in writing, shall contain findings of fact and rulings of law, and shall be mailed to the parties to the proceedings by certified or registered mail to their last known addresses as may be shown in the application, or otherwise.

c) At the hearing provided for by this section or by Section 5, the applicant or licensee may be represented by counsel, and has the right to call, examine and cross-examine witnesses. The hearing examiner is empowered to require the presence of witnesses and evidence by subpoena on behalf of the appellant or Department. Hearing examiner decisions shall be in writing, shall contain findings of fact and rulings of law, and shall be mailed to the parties to the proceedings by certified or registered mail to their last known addresses as may be shown in the application, or otherwise. 8/

SECTION 7. [Rules and regulations.]

a) The Department shall develop and promulgate rules and regulations for the operation and maintenance of day care facilities, and for the granting, suspending, revoking and making probationary of both licenses and approvals and provisional licenses and provisional approvals. In developing such rules and regulations the Department shall consult with:

(1) Other appropriate State agencies (including the State Board of Health, the State Department of Education, the State Fire Marshal and the State Attorney General).

8/ (Comment. The licensee is entitled to a trial-type hearing on the issue of suspension or revocation.)

The agencies consulted are hereby directed to cooperate with and assist the Department in developing appropriate rules and regulations for the licensing and approval of day care facilities.

(2) Parents, guardians or custodians of those children who use the service.

(3) Child advocacy groups.

(4) The State Advisory Board on day care licensing established by this Act.

(5) Representatives of those who operate day care facilities.

(6) Experts in the various professional fields which are relevent to child care, child development, child health, and early childhood education.

Draft formulations shall be widely circulated for criticism and comment. 8/

8/ (Comment. The main thrust of the Act is to enable the appropriate state agency to develop and promulgate the detailed standards, rules and regulations needed both for the substantive and procedural aspects of licensing day care facilities. The agency will possess the experience and the expert assistance which such detail requires. Further, legislation is not as easily amended as licensing regulations ought to be in light of accumulated experience.)

b) The rules and regulations for operating and maintaining day care facilities shall be designed to promote the health, safety and welfare of the children who are to be served by assuring safe and adequate surroundings and healthful food; by assuring supervision and care of the children by capable, qualified personnel of sufficient number; by assuring an adequate program of activities and services to enhance the development of each child; and by assuring continuous parental participation in all aspects of the program.

The rules and regulations with respect to granting, suspending, revoking and making probationary licenses and approvals and licensing and approval administration shall be designed to promote the proper and efficient processing of matters within the cognizance of the Department and to assure applicants, licensees and approved operators fair and expeditious treatment under the law. 9/

9/ (Comment. The text offers the legislative standards which are to guide the development and promulgation of administrative standards, rules and regulations. More specific legislative guidelines may be necessary in states where serious constitutional issues of delegation of power may arise.)

c) The Department shall conduct a comprehensive review of its licensing and approval rules and regulations, at least once each three years.

d) The rules and regulations shall be published in such a way as to make them readily available to the public.

e) The Department shall publish a proposed final draft of the rules and regulations, and amendments, as required by the provisions of (the State Code of Administrative Procedure); provided, however, that, in any event, they shall be published in media of general circulation in order to reach the public statewide at least 60 days and no more than 90 days before they are proposed to go into effect. The publication also shall invite comments by interested parties. A public hearing will be held at least 30 days prior to adoption of the rules and regulations by the Department.

SECTION 8. [Penalties.]

The operation of a day care facility without a license is a misdemeanor punishable ____________________. The Department is empowered to seek an injunction in the ________________Court against the continuing operation of a day care facility:

(1) When there is any violation of this Act or of the rules and regulations promulgated by the Department which threatens serious harm to children in the day care facility, or

(2) When a licensee or approved operator has repeatedly violated this Act or any of the rules and regulations of the Department.

Proceedings for securing such injunctions may be brought by (the Attorney General, or by the County Attorney or District Attorney of the Jurisdiction in which the day care facility is located).

SECTION 9. [Expiration and Renewal.]

Regular licenses and approvals expire at the end of one year from the date of issuance except that when a license or approval is issued immediately following the expiration of a provisional license or approval the expiration of the license or approval shall be one year from the date of the expiration of the original license or approval. Licenses and approvals may be renewed upon application and approval.

Each license certificate and written approval shall clearly state the kind of program the licensee or approved operator is permitted to undertake, the address of the licensee or approved operator, the location of the facility, and the number of children who may be served.

SECTION 10. [Investigation and Inspection.]

In exercising the powers of licensing, renewing, approving, suspending, revoking, or making probationary licenses and approvals the Department shall investigate and inspect licensees and approved operators and applicants for a license or an approval. The authorized representative of the Department may visit a day care facility at any time during the hours of operation for purposes of investigations and inspections. In conducting investigations and inspections, the Department may call on political subdivisions and governmental agencies for appropriate assistance within their authorized fields and it is authorized to contract for and effect payment for such assistance.

The licensee, approved operator or applicant shall cooperate with the investigation and inspection by providing access to its facilities, records and staff. Failure to comply with the lawful requests of the Department in connection with the investigation and inspection is a ground for revocation of license or approval or for a denial of application. The investigation and inspection may involve consideration of any facts, conditions or circumstances relevant to the operation of the day care facility, including references and other information about the character and quality of the personnel of the facility.

SECTION 11. [Appeal and Judgment.]

Any final decision of the Department made by a hearing examiner after a hearing, or by the Director after an informal meeting and review of the available evidence, may be appealed by a party to the hearing or the informal meeting to the ______________ Court for review (by commencement of a civil action) within ______ days after the mailing to the party of the notice of the decision. The review shall not consist of a trial de novo. The findings of the hearing examiner or the Director as to any fact, if supported by substantial evidence, shall be conclusive. The Court shall have power to enter judgment upon the pleadings and a certified transcript of the record which shall include the evidence upon which the findings and decision appealed are based.

SECTION 12. [Consultation.]

The Department shall offer consultation through employed staff or other qualified persons to assist a potential applicant, applicants, licensees, and approved operators in meeting and maintaining requirements for licensing and approval and to help them otherwise to achieve programs of excellence related to the care of children served.

SECTION 13. [Establishment of State Advisory Board]

A State Advisory Board on day care facility licensing is hereby established. It shall consist of ______________ members appointed by the (Governor), in accordance with the following:

a) At least 50% of the members appointed shall be parents of children receiving day care services at the time of appointment who are broadly representative of all such parents in the State. They shall be appointed from a list which has been compiled and submitted to the Governor by the Department. The list shall contain a number of names equal to twice the number of parent vacancies plus one.

b) Approximately 1/2 of the remainder of the members appointed shall be representatives of licensees and approved operators. They shall be appointed from a list compiled and submitted to the Governor by the Department, which shall consist of the names of persons who own, operate, administer, or serve on the staff or governing board of day care facilities. The list shall contain a number of names equal to twice the number of vacant positions in this category plus one.

c) The remainder of the members appointed shall be specialists in the various professional fields which are relevant to child care, child development, child health, and early childhood education. They shall be appointed from a list compiled and submitted to the Governor by the Department, which shall consist of the names of persons who have special qualifications, either by training or experience, in one of said fields. The list shall contain a number of names equal to twice the number of vacant positions in this category plus one.

d) Members shall serve without pay, but shall be entitled to reimbursement for the reasonable expenses of attending meetings, and a per diem allowance of $__________ for each day the board is in session.

e) Members shall serve for a term of three years from their appointment. Those appointed to fill vacancies created for any reason shall serve only the unexpired portion of the term unless reappointed thereafter. Notwithstanding the foregoing, approximately one-third of the initial appointees shall serve for a one year period and approximately one third shall serve for a two year period; the approximately two thirds of the members whose initial terms shall be so shortened shall be chosen by casting lots among all the appointees. No board member shall be permitted to succeed himself after serving a full three year term of office.

SECTION 14. [Powers of State Advisory Board.]

The State Advisory Board on day care facility licensing shall:

a) Review rules and regulations proposed by the Department and make recommendations thereon to the Director.

b) Make proposals for the improvement of day care licensing by proposing legislation or rules and regulations to the Department.

c) Advise the Department on matters of licensing policy, planning and priorities.

THOSE MEMBER ORGANIZATIONS OF NCOCY WHO HAVE ENDORSED THE STATE DAY CARE FACILITY LICENSING ACT

AFL-CIO
Amalgamated Clothing Workers of America (AFL-CIO)
American Association of University Women
American Federation of Teachers (AFL-CIO)
American Home Economics Association
American Institute of Family Relations
American Nurses Association
American Occupational Therapy Association
American Optometric Association
American Parents Committee
American Psychological Association
Association for Childhood Education International
Children's Foundation
Child Welfare League of America
Daughters of Isabella
Day Care Council of Nassau County
Day Care Council of New York City
Home and School Institute
Lutheran Church
Minnesota Children's Lobby
National Association of Social Workers
National Association of Training Schools
  and Juvenile Agencies
National Child Day Care Association
National Consumers League
National Council of Jewish Women
National Women's Conference of the American
  Ethical Union
National Youth Council on Civic Affairs
Parents Without Partners
Quality Child Care, Inc.
The Salvation Army
Teen-Age Assembly of America
United Church of Christ - Board for Homeland Ministries
United Church of Christ - Division of Health and Welfare
United Neighborhood Houses
Volunteers of America

ATTACHMENT 2

child welfare league of america, inc.
GUARDING CHILDRENS RIGHTS SERVING CHILDRENS NEEDS

Feb. 1, 1978

Honorable Joseph A. Califano, Jr.
Secretary of Health, Education,
and Welfare
Hubert H. Humphrey Building
200 Independence Ave., S.W.
Washington, D.C. 20201

Dear Mr. Secretary:

Another stage of controversy has been reached in the complicated political and fiscal issue known as the Federal Interagency Day Care Requirements. Last month three HEW staff people presented their views at a meeting of persons concerned about day care and the impression was that: 1) the involved review process utilizing a panel was essentially being scrapped; 2) an extensive public review process will now be used.

The problem with the Requirements, in our view, is not that they are too imprecise, and not that they are unacceptable to experts and experienced day care providers. The problem is twofold. Politically, they fly in the face of State and local preference to have lower (cheaper) day care services, or preference to retain all standard-setting, as a matter of principle, at the State, county or city level. Fiscally, the Requirements are a problem for various governments faced with hard funding choices. Since the Requirements translate (unless there are lots of volunteered staff and other in-kind contributions) into day care that costs about $2,500 per year, the effect is substantial at all levels of government if the Requirements, or any quality floor, is mandated as a condition of receiving Federal matching funds. The obvious impact of decent (and, therefore, costly) day care on the President's welfare reform proposal is seen in the approach taken so far: 1) using the income disregard approach to funding; 2) setting the ceiling at a level below that needed to enable parents to buy decent day care.

All of these conflicting policy issues have been swirling around for years. They were around when FAP was proposed and helped many decide, in the end, that a welfare program that consigned children to cheap, custodial day care could not be supported. They were still around when the Title XX program was being discussed, debated and enacted. The Child Welfare League of America played a major role in those negotiations, and stipulated, as a part of our support for the creation of Title XX, that the Requirements be applied to Title XX.

CWLA
67 IRVING PLACE
NEW YORK, NEW YORK 10003
(212) 254-7410

Letter to HEW Secretary Califano from William L. Pierce, Feb.1,1978, p.2

At the end, for a variety of reasons having largely to do with the Nixon Administration's desire to try and prove that the expensive Requirements were somehow "professionally unsound," "too costly," or otherwise capable of being discarded--Democrats in Congress agreed to a so-called "appropriateness study" which would commence after the next Presidential election.

The intent was clear. Democrats and others with expertise in day care had no question about the Requirements. As a token of compromise they agreed to allow the Nixon Administration to have its "study." The understanding and hope was: the next Administration will be Democratic and the Requirements (signed off during the last days of the Johnson Administration) or something similar would be implemented.

All this history has somehow been lost. The study, under the new Administration has continued. The delays of enforcement and implementation have been repeated, always because we were about to have the results of the HEW study. Repeated objections and questions about the entire procedure of the "study" were raised along the line, but it continued.

It matters little, frankly, whether you or your staff call together one or one hundred panels to study the Requirements. Any representative group of experts, agency providers, and parents will come down around the dilemma of quality vs. cost. The policy issue is clear. The League believes that it is not cost-effective to provide day care below a certain quality. Others believe that fiscal restraints do not allow spending of the magnitude needed to provide such care, as reflected by the current state of H.R. 9030 in the House.

The League will continue to work vigorously for the Requirements or something of equivalent quality. As the League's representative named to the HEW FIDCR Report Review Panel, I will participate in that process. We will organize informed witnesses to comment on any diluted or diffused "public review process." Much of the effort, however, could be better spent on other issues where there is a genuine professional difference of opinion. My plea to you is: scrap the process, so widely interpreted as a "stall." Allow the Review Panel to function, with time to do a decent job. After their work is done listen one more time to all the profesisonal groups. Then make your policy decision about what the Federal Requirements should be.

Although we are unyielding in our view as to what constitutes the minimum level of care children should receive in day care--especially when funded by Federal tax dollars--we are also realistic enough to know that the decision you ultimately make may have little to do with children's needs. Rather, faced with day care costs in a welfare reform bill that would make work for welfare recipients a fiscal improbability, you may opt for cheap, custodial day care. That's understandable--you will have made a fiscal choice, you will have decided on the basis of cost.

child welfare league of america, inc.

Letter to HEW Secretary Califano from William L. Pierce, Feb.1,1978, p.3

If you or your staff convene review panels, hold hearings and conduct their "study" for another ten years, they will not be able to develop objective data which proves that quality day care is very different from that described in the Requirements which have now been a matter of regulations since 1968. All that will have happened in the interim is that a group of professionals, experts and parents that know what quality care is will have been further disillusioned by a Federal attempt at stalling and obfuscation.

I'd be glad to talk at length with you about this issue. Or, if you prefer, Joseph Reid would be happy to talk with you. I thought you'd want a frank letter from us on this subject.

Sincerely,

William L. Pierce
Assistant Executive Director

WLP/pp

ATTACHMENT 3

MEMORANDUM

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF THE SECRETARY

TO : Mr. Eli Lipschultz
Regional Program Director, APS
Region V

DATE: DEC 21 1977

PIQ 77-97 (APS)

FROM : Acting Commissioner
Administration for Public Services

SUBJECT: Children's Medical Examination in Federal Interagency Day Care Requirements

STATEMENT OF REPLY: Response to Minnesota's question of February 1, 1977: "What constitutes satisfactory compliance for children's medical examinations in FIDCR?"

CITATION OF LAW: Social Security Act 2002(a)(9); Public Law 93-647, Section 3(f).

REGULATIONS: 45 CFR 71 (FIDCR); 45 CFR 228.42(a)(2)(ii).

INTERPRETATION TO:

QUESTION: Does Central Office concur with a reply by the Regional Office to Minnesota that Section V, 2, of the FIDCR can be met only by having the admission physical examination for a day care center performed by a physician? (paraphrased from correspondence)

ANSWER: No. Satisfactory compliance with the medical evaluation requirements of this section may be achieved by having the examination performed by a qualified physician or by a qualified health professional team which includes, or has available to it, a pediatrician or qualified physician who is ultimately responsible for diagnostic services when indicated by the examination.

A qualified health professional is one who has met the State requirements for the practice of his profession. A qualified physician is one who has been certified by the State to practice medicine in that State. A nurse operated EPSDT clinic could be a qualified health professional team.

It is mandatory that each child have the prescribed evaluations upon entering day care and periodically thereafter; however, it is only recommended that the health evaluation and medical and dental care be provided only by highly qualified physicians and dentists. FIDCR further recommends that any entering child who has not had a recent comprehensive health evaluation by a physician be provided such an examination promptly after entering a day care program.

Section V, 1, FIDCR states:

> "The operating or administering agency must assure that the health of the children and the safety of the environment are supervised by a qualified physician."

This requires that each operating agency have associated with that agency a physician, preferably a pediatrician, who assists in the development of health and safety programs.

Section V, 3, FIDCR contemplates optimum utilization of community health resources. Child health program planning carried out in compliance with Section V, 1, FIDCR should consider such available resources which may include local EPSDT clinics.

DISCUSSION: The EPSDT assessment would meet the FIDCR requirements because the EPSDT program is a comprehensive health care program under the direction of a physician and it includes both initial screening and referral to a physician as needed. The EPSDT program, with the use of professional health teams under medical direction, can detect health problems which sometimes even a physician, working alone, might not notice.

The EPSDT screening program was not in operation in September 1968, when the FIDCR were announced. Since then, the program of EPSDT screening by health professional teams has been developed, and we believe that their services can meet the requirements for the examination for a child care facility. The screening teams routinely refer on to a physician children deemed to need further diagnosis and treatment.

The EPSDT screening and examinations are appropriate both for children staying at home and children entering group day care.

Michio Suzuki

Table 13.--Licensed or approved day care centers and family day care homes, by auspices and capacity, by State, March 1972

State	Day care centers								Family day care homes							
	Total		Public		Voluntary		Independent		Total		Public		Voluntary		Independent	
	Number	Capacity	Number	Capacity	Number	Capacity	Number	Capacity	Number	Capacity	Number	Capacity	Number	Capacity	Number	Capacity
Total 1/	17,065	635,853	1,575	58,316	5,982	215,670	9,309	358,521	47,646	154,790	9,717	34,075	6,519	15,316	31,023	113,431
Alabama	439	15,765	54	6,692	105	3,835	320	7,201	841	4,205	---	---	---	---	841	2/ 4,205
Alaska	36	1,353	36	1,353	---	---	---	---	113	611	113	611	---	---	---	---
Arizona 3/	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Arkansas	238	8,116	82	2,637	60	1,687	96	3,792	835	3,835	136	376	---	---	699	3,761
California 3/	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Colorado	235	8,937	11	301	49	2,588	175	6,048	1,800	7,200	63	252	---	---	1,727	6,948
Connecticut	699	25,532	16	644	388	15,265	297	9,623	715	2,262	---	---	31	92	684	2,170
Delaware 4/	63	2,769	---	---	33	1,710	27	1,059	216	839	---	---	---	---	216	839
District of Columbia 3/	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Florida	322	23,832	29	1,806	110	7,328	183	14,698	262	1,151	---	---	72	360	190	791
Georgia	1,068	52,036	---	---	354	25,488	696	26,548	68	219	64	195	---	---	4	24
Hawaii	186	9,478	---	---	136	6,659	50	2,819	118	526	---	---	---	---	118	526
Idaho	36	1,000	---	---	---	---	34	1,000	236	719	---	---	---	---	236	719
Illinois	602	26,085	20	923	224	12,919	298	12,243	4,151	14,989	139	502	53	191	3,959	14,296
Indiana	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Iowa 4/	483	12,182	77	1,948	406	10,236	---	---	918	3,106	918	3,106	---	---	---	---
Kansas	171	4,228	---	---	70	2,042	101	2,186	1,393	3,915	---	---	---	---	1,393	3,915
Kentucky	536	15,585	160	3,921	112	4,652	264	7,012	17	102	1	6	---	---	16	96
Louisiana	315	10,659	29	1,523	80	3,891	206	5,245	929	4,645	929	4,645	---	---	---	---
Maine	25	1,087	---	---	18	880	7	207	103	464	16	59	17	60	70	405
Maryland	852	32,232	37	1,765	---	---	815	30,467	1,641	5,366	137	443	---	---	1,504	4,923
Massachusetts	1,203	44,045	126	4,408	426	16,897	651	22,740	458	916	---	---	---	---	458	916
Michigan 4/	563	18,649	1	30	381	11,759	183	6,860	3,329	11,016	---	---	8	22	3,321	10,994
Minnesota	151	4,943	2	55	93	3,203	56	1,685	2,582	8,300	339	1,282	---	---	2,243	7,018
Mississippi	21	908	6	269	11	456	4	183	6	25	6	25	---	---	---	---
Missouri	333	12,143	2	105	116	4,462	215	7,576	1,130	4,379	---	---	---	---	1,130	4,379
Montana	61	1,256	16	549	10	337	15	316	736	2,758	---	---	---	---	736	2,758
Nebraska	80	2,838	27	887	22	643	31	1,108	140	770	1	6	---	---	139	766
Nevada	60	3,526	7	393	5	304	48	2,832	116	584	---	---	---	---	116	584
New Hampshire	53	1,420	23	350	15	600	18	470	438	1,712	---	---	8	64	430	1,648
New Jersey	256	9,611	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	651	1,189	651	1,189	---	---	---	---
New Mexico	76	2,434	---	---	27	964	49	1,470	207	520	207	520	---	---	---	---
New York 4/	879	34,316	23	1,184	587	23,688	264	9,642	8,377	22,730	3,026	10,371	4,663	8,850	700	3,529
North Carolina	176	7,123	15	551	146	5,928	15	664	40	179	9	65	22	93	9	44
North Dakota	27	1,043	18	742	2	40	7	261	332	1,136	191	666	---	---	141	470
Ohio	1,229	45,512	233	5,499	476	20,022	520	19,991	791	1,828	791	1,828	---	---	---	---
Oklahoma	389	15,935	29	1,271	99	6,173	261	8,491	599	2,911	---	---	---	---	599	2,911
Oregon	294	12,337	32	2,416	54	2,052	208	7,861	1,444	3,610	1,180	2,970	256	640	---	---
Pennsylvania 4/	438	16,080	262	10,152	130	4,637	46	1,291	1,065	3,776	---	---	1,065	3,776	---	---
Puerto Rico	98	3,633	37	1,176	12	626	49	1,829	95	307	22	43	43	138	30	126
Rhode Island	39	2,129	---	---	26	1,258	13	870	138	370	---	---	12	30	126	340
South Carolina	291	11,456	57	2,932	10	695	226	7,837	196	1,870	3	12	---	---	193	1,858
South Dakota	12	450	1	50	5	245	6	155	178	603	178	603	---	---	---	---
Tennessee	926	35,918	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	187	1,298	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)
Texas	2,138	91,828	---	---	710	39,469	1,428	52,339	1,411	6,776	---	---	294	1,452	1,117	5,322
Utah	73	3,156	3	210	1	250	69	2,696	616	2,366	---	---	---	---	616	2,366
Vermont	86	2,440	---	---	64	1,926	22	514	69	363	---	---	44	213	25	150
Virgin Islands 4/	15	348	7	208	6	110	2	30	1	8	---	---	1	8	---	---
Virginia 3/	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Washington	231	9,518	---	---	133	5,393	98	4,120	7,026	23,336	---	---	---	---	7,026	23,336
West Virginia	75	2,417	---	---	46	1,318	29	899	721	6,326	721	6,326	---	---	---	---
Wisconsin	291	8,665	52	1,337	140	3,936	99	3,293	---	---	---	---	---	---	---	---
Wyoming	28	1,115	---	---	16	745	12	370	63	378	---	---	---	---	63	378

1/ Does not include Arizona, California, District of Columbia, Indiana, and Virginia.
2/ Estimated.
3/ Data not reported.
4/ 1971 data.

ATTACHMENT 4

CHILD CARE CENTER *of Stamford, Inc.*
64 Palmers Hill Rd., Stamford, Conn. 06902
Tel. 203-323-5944

Jeanne H. Ellis
Executive Director

Mrs. James T. Butler
President of the Board

February, 1978

CHILD CARE CENTER OF STAMFORD, INC.

Breakdown of Waiting List Statistics

65 - children receiving child care by friends of family, neighbors, private babysitters, etc.

30 - children enrolled in expensive, lower-quality for-profit centers.

37 - parents who remained at home, either remained unemployed or went on welfare.

7 - children relocated out of state to reside with relatives who provided child care - parent and child separated.

139 - Total

/jb

Senator CRANSTON. Ms. Cook?

STATEMENT OF JACKQUELINE T. COOK, EXECUTIVE DIRECTOR, DAY CARE AND CHILD DEVELOPMENT COUNCIL OF AMERICA, WASHINGTON, D.C.

Ms. COOK. Mr. Chairman:

Thank you for the opportunity to testify today.

I am Jackqueline Cook, executive director of the Day Care and Child Development Council of America, DCCDCA, that is, "Council." The council is a national, nonprofit, tax-exempt membership organization committed to the improvement and expansion of developmental child-care services. Our goal is to see quality child care within the reach of all who need it.

As an organization, we are a collective voice for children representing all people involved in child care—parents, center directors and staff, family day-care providers, students of child development, child psychologists, family doctors, nurses, local government officials, business and industry leaders, public school and college educators, recreation specialists, concerned citizens.

As advocates for children and their families, we are continually concerned and occasionally outraged that this prosperous Nation with ideology and resources par excellence does not have a clear, concise policy and program in support of children and their families.

The council carries forward a program broadly addressing child development issues and we cooperate and collaborate with a number of other child advocacy and child welfare groups.

However, we give special attention to the area of child care. This particular need springs primarily from the reality of mothers in the work force. Child care has a unique relationship to issues of national economic stability and employment.

It is not only a desirable service from a humanitarian and educational point of view, but it is absolutely essential for the economic stability of over 7 million American families. Indeed, it is clear that the national economy is tied to the phenomenon of the working mother.

She may be one of over 7.7 million female heads of households or she may, as a member of an intact family, still find it necessary in this time of rising costs to supplement an inadequate family income.

In either event, her income is critical to her family's buying power and is a major factor in the economic stability of the Nation. The sharp rise of women in the work force, their need for child care, and the availability, or lack of availability, has been well documented. The figures boggle the mind. And I have quoted them in the entirety of my report, but I won't go through them, except for those for the league.

We do have over 28.8 million children under 18 with working mothers, and over 7 million are in fact of preschool age.

But it is not the numbers on computer cards and in neat columns in reports that really describe the dilemma. It is the voice of the mother frantically searching for an adequate arrangment, and the vacant look in the eyes of the child who suffers from the lack of developmental care, that give definition to the problem.

It is tragic but not unusual that a 10-year-old is kept home from school to stay with the baby; that a first grader with a key around his neck returns home from school to an empty house; that a well-meaning but untrained neighbor crowds a group of infants and preschoolers into her house for an uneventful and fretful day.

Whereas conditions in some day-care centers have been improved with the availability of funds from title XX of the Social Security Act, the waiting lists are long and improvements have not always extended into the majority of centers relying totally on parent fees and acutely affected by inflation.

The need for improved and increased services is clear. The experts may disagree on the exact formulas of both but the basic fact of need is undisputed.

The Day Care and Child Development Council of America urges this committee to give special consideration to the following concerns:

1. Publicly supported child care should be quality in character and developmentally oriented.

2. Child-care arrangements should be viewed as supplemental and complementary to the parenting role and therefore should be designed to give the parent maximum opportunity for input and involvement.

3. A wide range of models of service should be fostered, including centers, family day-care homes, in-home care and combinations of nursery school with home care, and should be complemented by considerations of other policies which impact a parent's ability to perform his child-care responsibilities, such as flex-time.

4. A diversified delivery system which is flexible and responsive to individual and community needs is essential.

The characteristics of the delivery system have a far-reaching effect on the services offered. The present delivery system or lack of system has fostered economic isolation of families.

The council is strongly in favor of a diversified system which enhances parent choices as opposed to a monolithic system which would inherently be more rigid, more uniform, and dominated by institutional policy which may be quite different from the concerns of parents.

For this reason, the council opposes any single agency approach whether it be the public schools, a new Federal structure, or the singling out of any existing administration. Because the role of the schools has attracted much attention and debate, I have included a lengthy statement in my statement about the particular issue of public school sponsorship.

It is unlikely that any exclusive control of day care by any monolithic delivery system can produce the kinds of consumer options and consumer voice which most day-care experts feel is so essential.

5. New legislation must facilitate an integrated services approach with proper interfacing of related Federal programs, especially the employment program;

6. Day-care services should reach all our children who need them, rather than segregating the poor and subsidized in class-biased programs not used by the working class or middle class.

Only within the context of a firm policy in support of families and a national commitment to the maximum development of every child will we begin to find solutions to the problems that overwhelm the family today.

It was interesting as I looked for some statement in closure to this testimony that I couldn't improve on the statement of Socrates:

> What mean you fellow citizen that you turn every stone to scrape wealth together and take so little care of your children to whom you must one day relinquish all.

Senator CRANSTON. Thank you very, very much.

[The prepared statement of Ms. Cook follows:]

TESTIMONY ON
CHILD CARE AND CHILD DEVELOPMENT PROGRAMS
BEFORE
THE SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT
OF THE
COMMITTEE ON HUMAN RESOURCES
OF THE
UNITED STATES SENATE

Submitted by:

Jackqueline T. Cook
Executive Director
Day Care and Child Development
Council of America

February 8, 1978

Mr. Chairman:

Thank you for the opportunity to testify today.

I am Jackqueline Cook, Executive Director of the Day Care and Child Development Council of America (DCCDCA,ie;"Council").

The Council is a national, non profit, tax exempt, membership organization committed to the improvement and expansion of developmental child care services. Our goal is to see quality child care within the reach of all who need it.

As an organization we are a collective voice for children representing all people involved in child care...parents, center directors and staff, family day care providers, students of child development, child psychologists, family doctors, nurses, local government officials, business and industry leaders, public school and college educators, recreation specialists, concerned citizens.

As advocates for children and their families we are continually concerned and occasionally outraged that this prosperous nation with idoleogy and resources par excellence does not have a clear, concise policy and program in support of children and their families.

The Council carries forward a program broadly addressing child development issues and we cooperate and collaborate with a number of other child advocacy and child welfare groups. However, we give special attention to the area of child care. This particular need springs primarily from the reality of mothers in the work force. Child care has a unique relationship to issus of national economic stability and employment. It is not only a desirable service from a humanitarian and educational point of view; but it is absolutely essential for the economic stability of over 7 million American families. Indeed it is clear that the national economy is tied to the phenomenona of the working mother. She may be one of over 7.7 million female heads of household or she may as a member of an intact family still find it necessary in this time of rising costs to supplement an inadequate family income. In either event her income is critical to her family's buying power and is a major factor in the economic stability of the nation. The sharp rise of women in the work force, their need for child care, and the availability (or often lack of availability) has been well documented. The figures boggle the mind.

> Over 28.8 million children under 18 have working mothers. Over 7 million of these children are preschoolers. Since less than one million children are in licensed day care centers and less than 50,000 in organized family day care settings, the majority of working parents who need help in caring for their children rely on informal arrangements which vary from quite stable, satisfactory arrangements to unstable, inadequate plans. U.S. Labor Department studies document that poverty is directly linked to the problems of female heads of households including the cost and demands of child rearing. Whereas only 14 percent of all family heads are female, they make up 48 percent of all poor family heads.

> In female head of household families where there are no children under 18 only 8 percent were poor. However, even among small families with only one child 33 percent were poor; in the families with five or more children, 77 percent had low incomes. These statistics are further compounded and dramatized when analyzed by race and age.
>
> The issues for two parent families are equally dismal. Figures indicate that a mother is most likely to work when the family income is around $8,000 or $9,000, just under what is needed for a basic living. If we had no working mothers, an enormous percentage of American families would be poor and without hope. Unemployment and underemployment would be sending statistics on various family pathologies even higher. Yet evidence is clear that government policy is only willing to support these struggling families after family breakdown has occurred. The government-subsidized day care programs have large percentages of single parent families; the two parent families trying to preserve their families are mostly found in unsubsidized centers, unregulated homes, and informal arrangements. Some of their day care may be adequate and good; some may be harmful, but it is clear that they get little help or support from policy.

But it is not the numbers on computer cards and in neat columns in reports that really describe the dilemma. It is the voice of the mother frantically searching for adequate arrangements, and the vacant look in the eyes of the child who suffers from the lack of developmental care, that give definition to the problem.

It is tragic but not unusual that a ten year old is kept home from school to stay with the baby; that a first grader with a key around his neck returns home from school to an empty house; that a well meaning but untrained neighbor crowds a group of infants and preschoolers into her house for an uneventful and fretful day. Whereas conditions in some day care centers have been improved with the availability of funds from Title XX of the Social Security Act, the waiting lists are long and the improvements have not always extended into the majority of centers relying totally on parent fees and acutely affected by inflation.

The need for improved and increased services is clear. The experts may disagree on the exact formulas of both but the basic fact of need is undisputed.

The Day Care and Child Development Council of America urges this committee to give special consideration to the following concerns.

1. Publicly supported child care should be quality in character and developmentally oriented.

The issue of quality care has generated lengthy debate. Our members' practical experience, subjective review, and recent research underline the importance of the early years in human growth and development and point to specific characteristics that add up to quality. It is clear that totally unregulated and haphazard care can be not only emotionally and intellectually damaging to a child but is hazardous to basic health and safety. Mere custodial care does not meet the emotional and intellectual growth needs of the child. The debate focuses on less clear areas of what are the bottom line characteristics for quality care and whether, how and by whom they are to be regulated. The Council has followed closely and participated in the national debate on the Federal Interagency Day Care Regulations. We see such standards not only defining acceptable programs but equally if not more importantly providing a basis for cost projections. It is our concern that public funds be increased to support improved child care services; and that the payment for these services be regulated by a federal requirement of an adequate per child rate to protect all developmental needs of the child. We would also like to see parents given the right and responsibility to be involved in central ways including a strong role in licensing, monitoring and evaluation of programs. Since we believe that group size, design of space and staff training will be central to such standards, our basic concern is for a national commitment to appropriations consistent with the cost implications of standards and regulations.

2. Child care arrangements should be viewed as supplemental and complimentary to the parenting role and therefore

should be designed to give the parent maximum opportunity for input and involvement.

A serious look at the basic purpose and function of child care services reminds us that child care is primarily a parent responsibility. Whereas the parent may need (sometimes desperately) assistance in carrying forward this responsibility, it is one which is central to our concept of the role of the family. Too often parents have been perceived as incidental to the development and delivery of these services. Our present system which labels poor parents as "clients" and nonpoor parents as "consumers" has contributed to a disregard of parent opinion. A consumer oriented national program of child care would help to maintain a proper perspective and balance between the dynamics of professionalism, institutional policies, business motives and parenting.

3. A wide range of models of service should be fostered including centers, family day care homes, in-home care and combinations of nursery school with home care, and should be complimented by considerations of other policies which impact a parents ability to perform his child care responsibilities (such as flextime.)

One of the obstacles to child care has been a narrow definition that attracts only limited interest and public support. In fact the choices and needs of individual families are quite varied. Center based care is not always the best solution for all families yet very little policy attention has gone into defining alternative models of care. By the thousands parents are using arrangements which could be improved and mainstreamed into a comprehensive delivery approach. The parent who looks to a relative, a neighbor, or a friend needs help establishing a good child care plan as well as the parent who turns to a center, a nursery school, Head Start or a family day care home. Delivery models that combine a wide range of choices with community supports for training, technical assistance, information and referral coordination are more likely to meet diverse needs adequately and economically. In all of these considerations comprehensive day care and child development conceptualisms must be concerned for preserving the option through special supports for a parent to participate to as high a level as possible. This raises issues of extended parental leave for fathers as well as mothers at childbirth; of part-time job opportunity and shared jobs for critical periods for flextime options during the parenting years as well as the guaranteed minimal income or other public economic supports which would make full time as well as part time child caring a viable option to parents.

4. A diversified delivery system which is flexible and responsive to individual and community needs is essential.

The characteristics of the delivery system has a far reaching effect on the services offered. The present delivery system or lack of system has fostered economic isolation of families. We now have a network of publicly subsidized services designed primarily for the poor and directly tied to welfare issues. A cycle is in motion that denies service to many parents who are in critical need of reduced cost care. Once financial stability is reached by those who do qualify, there is the danger of the loss of service which returns the parent to financial instability, and destroys the continuity and trust of a child's life.

Child care is basically a preventive service. It can make the difference between self-sufficiency and dependency for any families.. With such healthy family supports, child care can also be useful as a tool for treatment for malfunctioning families; such use is only productive when the service and surrounding policy is essentially preventive rather than treatment oriented.

There is a need to classify and implement services which are treatment in intent and which are preventive in nature. Without this type of clarity preventive services ~~then~~ to lose impact being available often to the wrong person at the wrong time. The nature of the delivery system sets boundaries or opens doors.

The Council is strongly in favor of a diversified system which enhances parent choices as opposed to a monolithic system which would inherently be more rigid, more uniform and dominated by institutional policy which may be quite different from the concerns of parents. For this reason, the Council opposes any single agency approach whether it be the public schools, a new federal structure, or the singling out of any existing administration. Since the role of the schools has attracted much attention and debate, the following expanded statement on this issue is offered:

There are excellent models of schools involved in day care in this country, and most day care advocates believe that schools should be encouraged. DCCDCA members would be opposed to giving exclusive control of day care to the schools,for many reasons. Some of the reasons are:

Basic philosophic disagreements: Years ago the schools went in the direction of pursuing quality through professionalizing and credentialing teachers, giving them highery pay and status. Day caregivers, too, would like recognition and status for the skilled and important work they do. But they are not willing to define professionalism in the traditional way: as the possession of expertise which gives them more skill and knowledge than parents about their children. Day caregivers believe that parents play the central role, while day care supplements family life, working closely with parents, and trying to enhance the child-family interactions as well as the interactions at the day care program.

Years ago schools accepted a continuation fairly large group size as the trade-off for higher pay for teachers. Day caregivers are committed, with both experience and research to back them up, on a small group of children and adults in human scale as a key essential for day care.

Years ago schools built a system of credentialing based on academic qualifications. The day care field is committed to qualifying staff based on their competence and sensitivity to children, and to ongoing training of staff for continuing growth. Years ago schools rejected any caring, or nurturing role in favor of an image as professional educators. Day caregivers also educate, but they see caring, and concern for physical and social development as essential to education as well as of equal importance in their own right.

Day caregivers are accustomed to considering their service important to a child for eight, ten and twelve hours, and year round. Although they cover the hours with different individuals, they plan transitions out of concern for children's continuity, and concern for the transitions from home to day care and from day care to home. Schools traditionally have seen their task as covering only part of a child's life and day. They tend to be uncomfortable with the long hours and nurturant functions so essential to day care. Day care is in the schools in Oakland, California, where day care teachers have just signed a union contract to work only from 9 to 3, and only 9 months of the year. Schools generally have tended to be uncomfortable with school breakfasts, and even lunches in some cases. Most are not eager to become involved with before-and after school programming for school-aged children. They tend to be ill at ease with diapering, toilet training, developing satellite family home care. They have little training in how people learn and develop as human beings as part of a supportive group of friends. These are the skills the day care world considers important.

Of course there are exceptions in schools for every point made above; yet the overall picture remains unpromising.

Schools tend to create permanent buildings and tenured staff, for an institutionalized service expected to continue. Day care needs to shift its patterns in response to changing economic conditions and patterns of demand. Universality in day care means universal accessibility, not universal compulsory attendance. Patterns of demand will grow, shrink, and change in form and location; day care systems need to be responsive to the need for flexibility.

Schools tend to create a system where all participating children receive about the same type of education. Day care needs to offer a variety of styles and options to meet the needs of the diverse families, their cultures, their child-rearing ideals, and their other values.

Schools are likely to duplicate, rather than build on, the existing network of centers and private homes. We have worked hard in this country to get some good day care. There is no evidence that wiping most of it out and beginning again in the schools would be of benefit to children.

When schools universalize, they tend to make their services compulsory. At best the expectation is that most children will go there, or "ought" to go there. While day care is an important support to families which should be legitimized through policy recognition, few believe it is desirable to legitimize formal school-based arrangements over the informal arrangements which many families who work have been able to make on their own, if the parents prefer them. If both have quality, both have value.

School operation would vastly increase expenses, and would probably shift more non-monetized day care into the sector of public expense.

Schools do not coordinate well. Day care needs important linkages with health services and social services, and also with employment services.

Public education has no good quality control mechanisms. Licensing would no longer apply if day care were a school responsibility, yet there is no alternative method in place to monitor quality.

Finally, to return to the basic philosophic differences between day care and most schools, the schools tend to be child-centered and proud of it, (Albert Shankers first suggestion for amending the Child and Family Services Act was to remove the word "Family" from the title.) while day care people tend to define themselves as an extended family. (See Ellen Galinsky's new book, THE NEW EXTENDED FAMILY, DAY CARE PROGRAMS THAT WORK.) Schools would tend to focus on parenting education from a professional rather than a consumer orientation and on professionalizing child rearing, intimidating families and undermining parental judgment and autonomy.

It is unlikely that any exlusive control of day care by any monolithic delivery system can produce the kinds of consumer options and consumer voice which most day care experts feel is essential.

5. New legislation must facilitate an integrated services approach with proper interfacing of related federal programs...especially the employment program.

The single mos[illegible]gnificant existing public funding for child care is found in Title XX of the Social Security Act. Yet, the Comprehensive Employment and Training Act has contributed widely to the stimulation and delivery of day care through purchase arrangements and through employment programs supportive to child care settings. Community Development funds are in use for space needs and to a limited extent for program support. Headstart and other special programs contribute to the community resources related to child care. These are only a few examples of resources that spring from over 200 programs administered in numerous different divisions of the federal government. Whereas these various programs collectively add up to too little too late, they point up the need not only for a new program and appropriations but for a structure which maximizes all efforts through effective coordination at the administrative as well as the program level. The present system of exclusive state administration of Title XX has sometimes been a deterrent to developing a comprehensive approach at the urban level...especially as it affects the critical relationship between employment and child care. New legislation could facilitate a higher level of coordination services with economic and employment programs.

6. Day Care services should reach all our children who need them, rather than segregating the poor and subsidized in class-biased programs not used by the working class or middle class.

> What is needed in day care is a policy of universal access for all families, based on day care need, not on income or social class. This does not mean universal free day care for all. Those who can afford the cost of child care will probably continue to pay for it in the forseeable future. They are increasingly willing to pay, if only they can get some help in finding day care of the kind they want. The poor will continue to be subsidized by government. The missing piece in most public policy is a partial subsidy for the struggling working families, not wealthy enough to pay the high cost of good child care and then to receive the benefits of the 20% tax credit; and not poor enough, or overwhelmed enough, to have abused their children, gone on Welfare, or in any other way qualified for day care subsidy. These families need and deserve support to prevent their being engulfed by economic problems.

Only within the context of a firm policy in support of families and a national commitment to the maximum development of every child, will we begin to find solutions to the problems that overwhelm the family.today. In respect to child care, Socrates words are still timely today:

> "What mean you fellow citizen that you turn
> every stone to scrape wealth together and
> take so little care of your children to
> whom you must one day relinquish all."

Senator CRANSTON. Let me start with Mr. Pierce.

In your testimony and in your recommendations, you stress the importance of licensing. What do you think is the relationship between licensing and quality in child care arangements?

Mr. PIERCE. Beginning 1962, when HEW first began to put Federal money into day-care licensing, a great number of the underground day-care spaces in existence then have come into the above-ground market. They have presented themselves and have become regularized. The quality has gone up quite a bit.

We know a lot about the quality of licensing from studies which have been conducted. One of the best was a Westinghouse report study. It said, basically, that 95 percent of the unlicensed day-care centers that they could look at—and they had a hard time finding them, of course, they are illegal—were very substandard. The children did not have a place to sleep, no meals, frequently the heating and cooling systems were inadequate, no place to play safely outdoors, just basic rudimentary care we would require was not there.

We know if you license you will come from something dangerous to the most untrained eye to something which, at least, is a minimal level of care. We know licensing does not cost that much.

Senator CRANSTON. You also state that the major need in this area is adequate funding and monitoring. Who do you think should be responsible for monitoring programs to make sure they meet the standards of quality required?

Mr. PIERCE. At least at the beginning, the people that provide the monitoring should be the people that provide the funds. As you said, $2.5 billion is spent by the Government in day care. I think the Federal Government should have the responsibility to tie some quality strings into that $2.5 billion it is pouring out to make sure it is not contributing to the harm of children inadvertently.

It did, prior to the advent of the Nixon administration, play a role. At that time, the game plan became: let us lower quality standards and, in the bargain, we will lower costs.

Senator CRANSTON. What role, if any, do you think parents should have in the standard-setting and monitoring process?

Mr. PIERCE. Parents are a critical part of the process. As in Head Start, the Federal interagency day-care requirements, they must have a right to participate in very specific ways in the day-care programs. The only program that really works is a program with parental involvement and acceptance. You cannot do anything without the parents.

Senator CRANSTON. Let me switch to you, Ms. Cook.

I understand that the Day Care and Child Development Council held a conference last year focusing on family day care homes. I know from our hearings in California that there is a great deal of interest in these arrangements as a means of providing child-care services—particularly for young children.

What did you learn from your conference about the strengths and weaknesses of this form of child care?

Ms. COOK. The strengths are found in the fact—in a home setting, you have automatically many of the advantages that you would want to find for small children. You have a small group setting. You have a family home atmosphere. Many of those aspects that are there quite naturally we bend over backward to create in a day-care center. We find a natural arrangement there that is conducive to many developmental things we like to do.

We also find there is a convenience. Frequently it is a geographic convenience in that where there are isolated communities, there may not be a center available. This would be more accessible.

It has the potential of serving the specialized needs of children; with additional assistance, this can be developed.

The problem is that unless family day care is organized as part of the mainstream, overall delivery system, the mother is not directly tied into the resources she needs to do a good job. It is our opinion that it is desirable to tie family day care into that network and have it develop as part of the system.

We don't feel it is the only answer. We feel it is a complementary piece. In fact, I suppose, in the ideal world, you could have those as satellite extensions of the center program that could tie into major resources.

But we very much endorse the concept.

Senator CRANSTON. What sort of supportive services for family day-care providers do you think should be encouraged?

Ms. COOK. Essentially, the children need the same type of services they would need if they were in a center; for example, insuring there is a linkage with the community health services. The family day-care mother needs the same kind of training and support from a child development specialist as is needed in a center. She often needs the loan of equipment. She needs information and referral services as far as the intake of children. She needs help in nutrition, almost all of the same types of services that are usually provided to a center through expertise or linkages to the community.

Senator CRANSTON. If your conference resulted in a set of recommendations or findings, I would appreciate it if you would submit them for inclusion in our hearing record.

Ms. COOK. Certainly.

Senator CRANSTON. You suggest that parents be given the right and responsibility to be involved in central ways in child-care programs, including a strong role in licensing, monitoring, and evaluation of programs.

Can you suggest how Federal legislation might promote and support that parental involvement?

Ms. COOK. Specifically, in looking at the development and revision of the Federal day-care standards, which require a parent to be involved, I think there is an opportunity for funding that would implement the program of parental involvement that could interface with the monitoring responsibilities for the enforcement and monitoring of the standards. Two birds with one stone.

I think, in looking at the design of parental involvement programs, it might be a unique opportunity there to have a design program that links those two pieces together.

Senator CRANSTON. In your written testimony, you said there are a number of reasons why the public schools should not be given exclusive control of child care. Some of the issues you raise go beyond the question of public school control, I think, and are central to the development of any comprehensive child-care legislation.

One of these is the need to build on, rather than duplicate, the existing network of centers and private homes.

Do you have any suggestions as to specific ways in which Federal legislation could avoid such duplication?

Ms. COOK. I think, in the delivery system design, if the design itself involves—has an approach, consumer-oriented approach, which gives parents a reasonable level of choice in selection of services, that this will be one of the ways to include a variety of deliveries in that program—I hesitate to use the word "voucher payment," because that is a loaded word—but some form of selective subsidy to parents' choices, I think, would facilitate a diversified utilization of service by parents.

We are not, I want to emphasize, opposed to the involvement of public schools, but are opposed to them being the single monolithic structure of delivery.

Senator CRANSTON. Thank you very much.

I would like to ask a couple of questions for both of you to answer. First, what are your feelings about a voucher system as a way of promoting parental choice and diversity of programs?

Ms. COOK. I have a strong positive feeling about that. I feel a voucher system that is carefully designed within a control framework—and I would use the word "regulated" voucher system, some arrangement where service providers would have to be on an approved roaster to qualify. You would have a partial control there. I think this is the one thing that would protect parents' choices and the diversity of meeting individual needs.

Mr. PIERCE. We would be very, very opposed to a voucher system for many of the same reasons that people oppose vouchers in education. They have to do with, first of all, the fact that what we need in this country is a good system to buy some day care from. As you yourself pointed out, we don't have such a system. Merely creating more vouchers will be the same thing as the welfare system is doing, creating income disregard. It would be like a voucher for a national health insurance alternative. It wouldn't work because we don't have health services that are the kind we need in lots of places in this country.

Secondly, this is a Madison Avenue society that we live in, a society where the hustle and the con is part of the everyday selling of everything. Day care is an extraordinarily sophisticated human service. If we had a voucher system, quite frankly, we think we would end up with, barring human development education in the schools or a lot of other helps for parents, people buying day care based on whether the building looks pretty, whether the flier is printed in four different colors and looks nice.

Senator CRANSTON. How would you feel about making it one option rather than placing sole reliance on it?

Mr. PIERCE. I would have to think about that.

Senator CRANSTON. Do you want to think about it and give us a response in writing?

Mr. PIERCE. Surely.

Senator CRANSTON. Do you have any further thoughts on that subject, Ms. Cook?

Ms. COOK. I think the voucher concept requires a basic premise that parents are more sophisticated than they were a few years ago. I think a voucher system also has to recognize a wider range of service delivery types, including family day care.

Otherwise, you would be into the situation of not having the care available.

Mr. PIERCE. The best example I can think of, of how unsophisticated even brilliant people are in this field, the article which Senator Hayakawa put in the extension of remarks which related to the piece by Suzanne Woolsey. What she said, although she has a Ph. D. from Stanford, she really did not have much ability to choose among all the different kinds of day care that was there, and she finally took some kind of day care.

If the head of Human Services in OMB is, herself, not sophisticated enough, by her own admission, to make the choice, then how in the world are we going to expect the dozens of millions of people who do not have that education and background to make those choices?

Senator CRANSTON. Thank you very much, Mr. Pierce and Ms. Cook, for your contribution.

Our next panel will be Ruth Hinerfeld, vice president, League of Women Voters, Washington, D.C.; Dorothy Lasday, national coordinator of State public affairs chairwomen, National Council of Jewish Women, New York, N.Y.; and Audrey Rowe, Child Care Committee, International Women's Year Commission, Washington, D.C.

VOICE. Mrs. Lasday is probably caught in a snowstorm. She is not here.

Ms. HAYES. Ms. Hinerfeld was not able to make it. I am the other vice president, Jo Ann Hayes.

Senator CRANSTON. I didn't get your last name.

Ms. HAYES. Jo Ann Hayes, H-a-y-e-s.

Senator CRANSTON. Would you please proceed in whatever order you choose? And, please, do summarize your statements.

STATEMENT OF AUDREY ROWE, CHILD CARE COMMITTEE, INTERNATIONAL WOMEN'S YEAR COMMISSION, WASHINGTON, D.C.

Ms. ROWE. Thank you for inviting us here today.

I am Audrey Rowe and am a commissioner of the National Commission on the Observance of International Women's Year. I have served as Chair of the commission's Child Care Committee, which contributed to the commission's report submitted to the President in 1976, "* * * To Form a More Perfect Union * * * Justice for American Women."

In 1975, the IWY Commission found that "lack of adequate childcare facilities was a major deterrent to providing greater educational opportunities for children, giving greater dignity and self-respect to mothers on welfare, filling critical needs in shortage occupations, and providing real freedom of choice in lifestyle for women."

The crucial issue is not whether the Government should provide child care, but how to achieve good quality care and how to help working parents find it and afford it.

As you know, under Public Law 94–167, Congress authorized the IWY Commission to hold State and territorial public meetings to assess the progress that has been made to assist women to become equal participating members in the national life.

This past summer, over 140,000 people met in 56 State and territorial meetings to assess this progress and to identify barriers that deny women equal opportunity. The need for accessible quality child care was one of the primary concerns of the participants at these meetings.

Delegates to the National Women's Conference were also elected at the State meetings. They met and debated issues of national concern at this historic meeting in Houston, and the IWY Commission will submit a report to the Congress and the President in March.

Child care was one of the 27 areas discussed at the National Women's Conference. I am pleased to present to you the child-care resolution which was overwhelmingly endorsed at the State meetings and voted on by 2,000 elected delegates from all over the country.

The resolution includes the following components:

> The Federal government should assume a major role in directing and providing comprehensive, voluntary, flexible-hour, bias-free, non-sexist quality child care and developmental programs, including child-care facilities for Federal employees, and should request and support adequate legislation and funding for these programs;
>
> Federally-funded child care and developmental programs should have low-cost ability-to-pay fee schedules that make these services accessible to all who need them, regardless of income, and should provide for parent participation in their operation;
>
> Legislation should make special provisions for child care facilities for rural and migrant worker families;
>
> Labor and management should be encouraged to negotiate child care programs in their collective bargaining agreements;
>
> Education for parenthood programs should be improved and expanded by local and State school boards, with technicial assistance and experimental programs provided by the Federal government;
>
> City, county and/or State networks should be established to provide parents with hotline consumer information on child care, referrals, and followup evaluations of all listed care givers.

This country must move forward—the facts are in and the numbers increase daily. This country must establish a policy to provide child-care and developmental programs that have low-cost, ability-to-pay fee schedules that make these services accessible to all who need them, regardless of income.

We need to be creative in thinking of new ways to interest all sectors of society to make quality child care a top priority.

On behalf of the IWY Commission and the women in this country who have developed and endorsed this resolution, I urge you to incorporate these principles in legislation that will begin to assist all women and children—a very clear majority of our citizens.

Thank you very much, Senator.

Senator CRANSTON. Thank you very much.

[The prepared statement of Ms. Rowe follows:]

National Commission
on the Observance of
International Women's Year

"...to form a more perfect union..."

INTERNATIONAL WOMEN'S YEAR
P.O. BOX 1567
WASHINGTON, D.C. 20013
GENERAL (202) 632-[illegible]
PUBLIC INFORMATION 632-[illegible]

OFFICE LOCATION
COLUMBIA PLAZA OFFICE BUILDING
2401 E STREET NW
ROOM 3100
WASHINGTON, D.C.

TESTIMONY OF AUDREY ROWE
ON BEHALF OF THE
NATIONAL COMMISSION ON THE OBSERVANCE OF INTERNATIONAL WOMEN'S YEAR
BEFORE THE SENATE SUBCOMMITTEE ON CHILD & HUMAN DEVELOPMENT
WASHINGTON, D.C.

FEBRUARY 8, 1978

Senator Cranston, members of the Child & Human Development Subcommittee, I want to thank you for this opportunity to discuss an issue of overwhelming importance to most American families. I am Audrey Rowe and am a Commissioner of the National Commission on the Observance of International Women's Year. I have served as chair of the Commission's Child Care Committee which contributed to the Commission's report submitted to the President in 1976 (" ... TO FORM A MORE PERFECT UNION"... JUSTICE FOR AMERICAN WOMEN).

In 1975 the IWY Commission found that "lack of adequate child care facilities was a major deterrent to providing greater educational opportunities for children, giving greater dignity and self respect to mothers on welfare, filling critical needs in shortage occupations and providing real freedom of choice in life style for women."

The situation has not changed in 1978.

A 1977 report prepared by the Women's Bureau, U.S. Department of Labor "Working Mothers and Their Children" states "Of the nearly 38 million women in the labor force in March 1976, about 5.4 million had children under age of 6 accounting for nearly two-fifths of all working mothers. Of these mothers 2.8 million had children 3 to 5 years and 2.5 million had children under 3 years of age."

John Reid, of the Child Welfare League states that "about one fourth of all children of working parents, including some four million children under 14, receive care in 'arrangements unknown.'" [1]

Children in self-care are referred to as "latch-key children" because they carry keys to their homes, and they are left on their own without supervision. When after school care is not available or is undesirable (i.e. too costly, transportation difficulties, etc.) some mothers try to care for their children by telephone while actually working on the job.

Five years ago, an estimated 18,000 children under age six were in self-care.[2]

The working mother is not solely an urban phenomenon. In 1970 30 percent of rural non-farm women and more than 25 percent of rural farm women with children under six were in the labor force. [3]

The figures are growing at a rate that can no longer be ignored. We cannot afford the controversy about whether child care centers infringe on the role of the family.

Opponents of child care programs maintain that until children are old enough to attend school at taxpayer expense, the responsibility for supervision rests squarely with the parents, especially mothers. They are suspicious that improved access to quality child care will threaten (what is left of) the family, that more women will be encouraged to go to work "to entertain themselves" and that husbands' usual "breadwinner role" will be underminded.[4] However, the facts indicate that many women, in fact millions of women do not have a choice whether to stay home or not.

According to the Department of Labor, the vast majority of women in the paid labor force are motivated by economic need; either because they are self supporting or because their husband's income is insufficient to meet basic family needs.

"Why Women Work" a study of the Women's Bureau, US Department of Labor, 1976 tells us "Of the 55.7 million families in March 1975, 7.2 million were headed by women. About 3.9 million or 54 percent of the women family heads were in the labor force and nearly two-thirds of these women were the only earners in their family." Women as well as men work to put bread on the table.

HOW DO CHILD CARE PROGRAMS EFFECT THE CHILDREN

Findings in at least a half dozen current studies of several hundred preschool children report that day care children suffer no ill effects due to regular intervals of separation from their working parents when good substitute care is provided.[5] Research in the last ten years has also shown that children with working mothers learn to be self-reliant, have fewer self-doubts, and are well adjusted socially as children whose mothers stay home full time.[6] The effect of child care seems to hinge not on the parents routine absence, but on the quality of substitute care. And that quality of care has been found to vary as much at home as it does in child care centers.

The crucial issue is not WHETHER the government should provide child care, but HOW to achieve good quality care and HOW to help working parents find it and afford it.

As you know under Public Law 94-167 Congress authorized the IWY Commission to hold state and territorial public meetings to assess the progress that has been made to assist women to become equal participating members in the national life. This past summer over 140,000 people met in 56 state and territorial meetings to assess this progress and to identify barriers that deny women equal opportunity. The need for accessible quality child care was one of the primary concerns of the participants at these meetings.

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CHILD CARE RESOLUTION
NATIONAL WOMEN"S CONFERENCE

The Federal Government should assume a major role in directing and providing comprehensive, voluntary, flexible hour, bias-free, non-sexist quality child care and developmental programs, including child care facilities for federal employees, and should request and support adequate legislation and funding for these programs.

Federally funded child care and developmental programs should have low cost ability to pay fee schedules that make these services accessible to all who need them, regardless of income, and should provide for parent participation in their operation.

Legislation should make special provisions for child care facilities for rural and migrant worker families.

Labor and Management should be encouraged to negotiate child care programs in their collective bargaining agreements.

Education for parenthood programs should be improved and expanded by local and state school boards, with technical assistance and experimental programs provided by the Federal Government.

City, county and/or State networks should be established to provide parents with hotline consumer information on child care, referrals, and follow-up evaluations of all listed care givers.

This country must move forward--the facts are in and the numbers increase daily. This country must establish a policy to provide child care and developmental programs that have low cost, ability to pay fee schedules that make these services accessible to all who need them, regardless of income.

We need to be creative in thinking of new ways to interest all sectors of society to make quality child care a top priority.

On behalf of the IWY Commission and the women in this country who have developed and endorsed this resolution, I urge you to incorporate these principals in legislation that will begin to assist all women and children--a clear majority of our citizens.

FOOTNOTES

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1 Cited in Child Care Workshop Guide, IWY Commission, Washington DC, GPO, 1977

2 Mary Dublin Keyserling, Windows on Day Care, NY, NY, 1972, p.13

3 Child Care and the Working Woman,Jane Gold, 1975, p.31

4 Shelly Kessler and Susan Hunsinger, Maximizing Family Choice, staff paper prepared for the Carnegie Council on Children, 1975, p. 13-14

5. Patricia Fanning, "A Child Care Test--Good Day Care Centers Match Home Rearing, "The National Observer'" Jan. 8,1977

6 National Commission on the Observance of International Women's Year "...To Form a More Perfect Union..," 1976 footnote 38, p.86

Senator CRANSTON. Ms. Hayes?

STATEMENT OF JO ANNE HAYES, VICE PRESIDENT, LEAGUE OF WOMEN VOTERS, WASHINGTON, D.C.

Ms. HAYES. I am Jo Anne Hayes, vice president of the League of Women Voters of the United States.

The league is pleased to have this opportunity to present our views on the need for day care.

The league is a volunteer citizen education and political action organization of 1,400 leagues with approximately 137,000 members in 50 States, the District of Columbia, Puerto Rico, and the Virgin Islands.

The league has been advocating comprehensive Federal day care legislation for many years. As you know, the league participated in the coalition which actively supported the comprehensive child-care bill in 1971. Since that time, many State and local leagues have continued to work on day-care issues—monitoring local services, supporting local and State legislation, and countering attacks on the child and family services bill, introduced in 1975.

The national league endorsed that bill and submitted a statement to this committee in support of it.

I wish I could come before the subcommittee today and say something new on the subject of day care. But I found that one of the best statements on the subject was made 6 years ago by members of the coalition that fought for passage of comprehensive day-care legislation in 1971 and 1972.

At that time, we said, "Nothing is more critical to the future of this country than that every child have the opportunity to fully develop his or her physical, intellectual, and social potential as a human being." Numerous studies have shown that the most critical learning in an individual's life takes place in the first 5 years.

Today, the need for day care is even greater than it was in 1971. More and more women are entering the labor force every year, and since 1965, the largest influx has been by women under 35. In 1977, 5.5 million working mothers had children under 6, including over 1 million women who were divorced, separated, widowed, or single.

Moreover, millions of two-parent families depend on the wife's income to provide a decent living standard. According to census figures, the wife's income kept 4.5 million families with incomes over $10,000 above the poverty line. And 61.4 percent of the 20 million families with incomes over $15,000 required two working parents to maintain that income.

But I want to emphasize that it is not only the children of working parents who require day-care services. Handicapped children, children from families under stress and children of potentially abusive parents also need day-care services.

The statistics I have cited dramatically illustrate the continuing and escalating need for day care. We must remember we are not dealing with abstract numbers, but with the well-being of millions of young children. To bring the issue into focus, let me remind the committee that the preschool children who would have been served by the comprehensive day-care bill of 1971 are now 10, 11, and even 12 years old.

For too many of these children, the damage of inadequate, makeshift, or in some cases nonexistent, day-care arrangements cannot be undone.

The League has a strong interest in promoting employment opportunities for women, especially as an alternative to dependence on welfare. We see day care as a critical service which would enable women to seek employment in order to improve the economic status of their families. At the same time, the league continues to regard day care as an important developmental service for children, and therefore advocates the availability of comprehensive, quality services for all children. Indeed, developmental services in the early years will go a long way to insure that children make positive contributions to society in their later years.

Any comprehensive day-care legislation must provide part-time and after-school care and the availability of care in a variety of settings, including day-care centers, group homes and family day care. Services must be comprehensive, including educational, health, nutrition, and social services. We believe further that the legislation must provide an active role for parents in planning and administering day-care programs, since parents can best determine what is good for their children.

While our ultimate aim is the provision of day care for all families who want this support service, we believe that first priority for services should go to poor families, single-parent families and families in which both parents work outside the home.

We also support efforts to employ low income and unemployed members of the community in day-care centers and provide career development for day-care workers.

Finally, we support a strong Federal role in the development and enforcement of licensing standards for day-care providers.

Day care is not a new concept, as the millions of mothers who have sent their children to nursery school since the early 1900's know. All families need help in raising their children—from educators, nurses and pediatricians, social workers, school psychologists, babysitters, and day-care workers.

These services do not weaken the family, but rather provide the support that any family needs. It is time for us to make these critical services available to all our children, before another generation grows up without a decent start in life.

Thank you very much.

[The prepared statement of the League of Women Voters follows:]

League of Women Voters of the United States • 1730 M Street, N.W., Washington, D.C. 20036 Tel. (202) 296-1770

TESTIMONY BEFORE THE SUBCOMMITTEE
ON CHILD AND HUMAN DEVELOPMENT
OF THE SENATE COMMITTEE ON HUMAN RESOURCES
ON
THE CONTINUING NEED FOR DAY CARE
BY
RUTH HINERFELD, VICE PRESIDENT
LEAGUE OF WOMEN VOTERS OF THE UNITED STATES
February 8, 1978

I am Ruth Hinerfeld, Vice President of the League of Women Voters of the United States. The League is pleased to have this opportunity to present our views on the need for day care. The League is a volunteer citizen education and political action organization of 1,400 Leagues with approximately 137,000 members in 50 states, the District of Columbia, Puerto Rico and the Virgin Islands.

The League has been advocating comprehensive federal day care legislation for many years. As you know, the League participated in the coalition which actively supported the comprehensive child development bill in 1971. Since that time, many state and local Leagues have continued to work on day care issues -- monitoring local services, supporting local and state legislation, and countering attacks on the child and family services bill, introduced in 1975. The national League endorsed that bill, and submitted a statement to this committee in support of it.

I wish I could come before the subcommittee today and say something new on the subject of day care. But I found that one of the best statements on the subject was made six years ago by members of the coalition that fought for passage of comprehensive day care legislation in 1971 and 1972. At that time we said, "Nothing is more critical to the future of this country than that every child have the opportunity to fully develop his or her physical, intellectual and social potential as a human being." Numerous studies have shown that the most critical learning in an individual's life takes place in the first five years.

Today the need for day care is even greater than it was in 1971. More and more women are entering the labor force every year, and since 1965, the largest influx has been by women under 35. In 1977, 5.5 million working mothers had children under six, including over one million women who were divorced, separated, widowed or single.

Moreover, millions of two-parent families depend on the wife's income to provide a decent living standard. According to census figures, the wife's income kept 4.5 million families with incomes over $10,000 above the poverty line. And 61.4 percent of the 20 million families with incomes over $15,000 required two working parents to maintain that income.

But I want to emphasize that it is not only the children of working parents who require day care services. Handicapped children, children from families under stress and the children of potentially abusive parents also need day care services.

The statistics I have cited dramatically illustrate the continuing and escalating need for day care. We must remember that we are not dealing with abstract numbers, but with the well being of millions of young children. To bring the issue into focus, let me remind the committee that the preschool children who would have been served by the comprehensive day care bill of 1971 are now ten, eleven and even twelve years old. For too many of these children, the damage of inadequate, makeshift, or in some cases nonexistent day care arrangements cannot be undone.

The League has a strong interest in promoting employment opportunities for women, especially as an alternative to dependence on welfare. We see day care as a critical service which would enable women to seek employment in order to improve the economic status of their families. At the same time, the League continues to regard day care as an important developmental service for children, and therefore advocates the availability of comprehensive, quality services for all children. Indeed, developmental services in the early years will go a long way to ensure that children make positive contributions to society in their later years.

Any comprehensive day care legislation must provide part-time and after school care and the availability of care in a variety of settings, including day care centers, group homes and family day care. Services must be comprehensive, including educational, health, nutrition, and social services. We believe that the legislation must provide an active role for parents in planning and administering day care programs, since parents can best determine what is good for their children.

While our ultimate aim is the provision of day care for all families who want this support service, we believe that first priority for services should go to poor families, single-parent families and families in which both parents work outside the home.

We also support efforts to employ low-income and unemployed members of the community in day care centers and to provide career development for day care workers.

Finally, we support a strong federal role in the development and enforcement of licensing standards for day care providers.

Day care is not a new concept, as the millions of mothers who have sent their children to nursery school since the early 1900s know. All families need help in raising their children -- from educators, from nurses and pediatricians, from social workers, school psychologists, babysitters and day care workers. These services do not weaken the family, but rather provide the support that any family needs. It is time for us to make these critical services available to all our children, before another generation grows up without a decent start in life.

Senator **Cranston**. Thank you very much.

I would like to ask you a few questions.

Ms. **Hayes**. Yes.

Senator **Cranston**. Many individuals and organizations have expressed the view that control over child-care programs should be placed in the hands of local communities and parents.

Do you agree?

Ms. **Hayes**. Yes; I do.

Senator **Cranston**. What do you think is the best way to insure that control?

Ms. **Hayes**. I don't think you would expect the League of Women Voters to come out for anything but citizen participation. Different communities have different kinds of methods of raising of children that are acceptable. I have five children. Fortunately now the youngest is 10 and beyond day-care needs. I found as I moved from State to State that there were many variations in the way people thought children should be raised.

I think local control, parental control, will assure the varieties of approaches we want. A formal mechanism, such as parent representation on local planning councils, is essential to assure an active role by parents in decisionmaking regarding the types of approaches best suited to individual communities.

Senator **Cranston**. Lack of coordination between different levels of government is often cited as a problem in keeping child-care programs cost-effective.

Do you have any suggestions on how legislation can reduce or minimize the lack of coordination?

Ms. **Hayes**. I wouldn't commit the heresy of being against cost effectiveness; but sometimes, if there was a lot of coordination, a lot of things that are now being done wouldn't get the chance to be done.

Having been active in community development programs, I think I have seen good, creative local communities take advantage of that lack of coordination. I am not sure that the fact that the bureaucracy stumbles and falters sometimes can't be turned to the advantage of a local community.

Senator **Cranston**. That is a practical viewpoint.

Ms. Rowe, the resolution passed at the Houston conference urges that "The Federal Government should assume a major role in directing and providing quality child care and development programs."

How do you feel this can be reconciled with the suggestion—made by others—that local communities and parents should control child-care programs?

Ms. **Rowe**. In taking a major role, the Federal Government can take leadership and establish very broad goals and standards for this country. I certainly am very much in favor of local control in terms of determining the kinds of programs that the children will be involved in.

As a parent who has a child in a program like that, I found not only the child's involvement in the program but my involvement with her and the development of the kinds of educational services she received from the program to be very useful. I think we look to the Government to take leadership, to establish the broad goals in this country. It is for the people, the recipients of the services, to determine the kinds of programs that need to be in that community.

Senator CRANSTON. It was suggested in the last panel that licensing is a critical aspect in assuring quality in child-care programs and that quality child care consists of care that is reasonably in compliance with the 1968 Federal interagency day-care requirements or similar standards. I would like to ask you both whether you agree with that viewpoint?

Ms. ROWE. Yes, I think again the kind—the criteria, the licensing criteria, that are established are very critical to the program you end up with. At the time the interagency regulations were developed, I was employed by the Children's Defense Fund. I think that we have to look at establishing more stringent licensing requirements.

Ms. HAYES. The league supports Federal licensing. We think where Federal moneys are involved, there ought to be Federal licensing.

Senator CRANSTON. Thank you very much. You have both been very helpful, and we appreciate your testimony.

The final panel consists of Ruth Jordan, member of the national board, Coalition of Labor Union Women, Washington, D.C.; Russell Yoas, director, Hyman Blumberg Child Day Care Center and Kindergarten; and Donald Shearer, director, Winchester Day Care Center, both of the Baltimore regional joint board, health and welfare fund, Amalgamated Clothing & Textile Workers Union, Baltimore, Md.; and Phoebe Carpenter, administrator, Community Coordinated Child Care for Central Florida, Inc., Orlando, Fla.

If you would proceed in whatever order you choose.

STATEMENT OF RUTH JORDAN, MEMBER OF THE NATIONAL BOARD, COALITION OF LABOR UNION WOMEN, WASHINGTON, D.C.

Ms. JORDAN. My name is Ruth Jordan. I am the author of the report of the Coalition of Labor Union Women entitled "A Commitment to Children."

At this time, I would like to enter the report as our testimony and then I will briefly summarize the contents of that report.

Senator CRANSTON. Fine.

[The report referred to follows:]

A Commitment to Children

The report of the Coalition of Labor Union Women Child Care Seminar, sponsored by the German Marshall Fund of the United States, 1977.

Prepared by Ruth Jordan.

COALITION OF LABOR UNION WOMEN
8731 E. Jefferson Avenue • Detroit, Michigan 48214 • (313) 926-5244

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Child Care Seminar
Mildred Jeffrey
Coordinator

Dear Friend:

This report represents the reflections and impressions of the participants in the Child Care Seminar of the Coalition of Labor Union Women (CLUW) after visits to Israel, Sweden and France under a grant from the German Marshall Fund of the United States.

The twenty-four women who participated in this survey are a cross section of CLUW, representing manufacturing, professional, technical and clerical workers as well as employees in the retail trades and hospitals. They proved themselves to be keen observers, articulate and intelligent representatives of our organization and their individual unions during the trip.

Joyce Miller, Vice President of the Amalgamated Clothing and Textile Workers Union, was the leader of the Seminar. At the trip's conclusion, she commented: "We found in every nation we visited that child care is regarded as a means to strengthen the family and to ease the burden of the individual responsibility of parents."

We hope that readers of this report will find it useful as they discuss the urgent need for pre-school and child care programs in our country. Certainly the report has reenforced the determination of CLUW to campaign for national child care legislation and a national policy on family life.

We wish to express our deep appreciation to the many hosts and hostesses who planned the Seminar itinerary in each country and who gave so generously of their time to make the Seminar experience rewarding and exciting.

more ...

In France, we owe a special note of thanks to the representative of the German Marshall Fund of the U.S. and to the Ministry of Education as well as to the Commission on the Status of Women, the Ministry of Health and to the officials of Syndicat National des Instituteurs (teachers union), Force Ouvriere and the Confederation Francaise Democratique du Travail.

We are particularly appreciative in Israel to Na'amat, the Salaried Women's Division of Histadrut and to the Ministry of Social Welfare and the Ministry of Labor, who gave enthusiastically of their time to make our visit in their country so productive.

We are grateful to the Swedish Institute, the Labor Market Board, The Commission on Equality between Men and Women as well as to the members of the Swedish Parliament and the Swedish Confederation of Trade Unions (LO) who spent many hours with the Seminar explaining Sweden's system of child care.

We also wish to thank the International Metalworkers' Federation for their splendid staff assistance and wise counselling.

We extend special thanks to the participating unions and to their officers for their support of the CLUW Seminar and for their continuing interest in child care.

Lastly, our appreciation to Mildred Jeffrey who prepared the grant proposal and coordinated all the arrangements for the Seminar.

And to the CLUW participants who projected such a sense of unity and solidarity to those they met around the world, I am both proud and grateful.

Olga M. Madar

Olga M. Madar,
President

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The Child Care Seminar was sponsored by the Coalition of Labor Union Women under a grant by the German Marshall Fund of the United States. 1977.

EACH CHILD A TREASURE

"We have so few children in our nation . . . you have so many . . . to us, each child is a treasure."

Nursery School Teacher in Sweden

* * *

In the United States we consider that our children are the sole responsibility of their parents. They are the individual family's joy or sorrow. Their achievements are family medals, their defeats are to be endured.

The fact is that while the family bears the most difficult burden, the entire community pays the costs of the illnesses, the failures and the defeats in lost productivity, lost talent and lost revenues.

Similarly the community reaps the benefits from the child's successes and triumphs. A successful child is one that will enrich the nation with its productive work, scientific discoveries, academic and artistic achievements and financial contributions.

In Israel, Sweden and France, where the members of the Coalition of Labor Union Women (CLUW) Child Care Seminar visited and held discussions with officials and ordinary citizens involved in child care work, it was clear that the national community assumed as much responsibility for the child's success as did the family.

The underlying social philosophy was that the family's health bore directly on the child's well-being and the community could affect the health of the family through its social programs.

This was in marked contrast to the dominant view in the United States that the nation is a collection of individuals each of whom bears the major responsibility for his or her offspring and that furthermore, the community must only intervene after a crisis develops.

The trade union women who participated in this study did so knowing the pressing child care needs of their own members.

They also understood that every industrialized nation was dealing with the demands of a growing female workforce and changing patterns of family life.

Their discussions and observations covered several areas. Their first concern was the children in the centers and schools they visited – how did they look, what were the facilities like, what kind of program was being carried on, who were the adults trained, who paid for the program, who supervised the facility?

They examined the historical development of the programs and their relationship to national programs and policy. They looked at the number of women now active in the labor market and the impact of unions and women's groups on child care policy.

In each nation they found governments recognize the right of women to participate in the labor market on an equal basis with men and are taking positive steps to make it possible for women who wish to work, to enter and remain in the workforce.

They also found that despite these efforts, as in the United States, women were still found in traditional jobs: clerical, sales, beauty salons, hotel, restaurant, textiles, clothing, health caring. They also noted that the wage gap between male and female earnings is substantial. Women and their unions suffer the same frustration as in the U.S. that legislation to provide for equal pay for equal work has not been successful.

In each nation there was a conscious policy to relate child care programs to other family social services and to use the child care program as a point to reach parents and identify families in need of special help. Child care was not viewed as a separate social program but as a vital part of broader national policy dealing with education, the labor market, integration of immigrant workers and income stabilization and overall quality of life.

The CLUW Child Care Seminar found professionals everywhere examining their programs in light of research that indicates the child's earliest experiences, from birth to three, are influential in molding personality and intelligence. As a result, the content of programs for infants and very young children has been expanded in each country to include a strong educational and developmental component.

The Swedish government is committed by law, and its powerful unions are committed by convention decision, to bring about equality between men and women. Comprehensive child care is viewed as the major solution to bringing women into the workforce so they can play a more significant role in the economic life of the country. Explicit national policy states that every child has the right to a pre-school education and stresses the value of early educational and socializing experiences.

A Swedish governmental commission has set a ten year goal to expand the day care facilities while maintaining the high quality of services, child/adult ratios of 5:2 for children under age 3 and 5:1 for children age 3 to 7,* informal atmosphere and excellent equipment and play materials. Comprehensive child care programs in Sweden are also the focal point of a program to integrate socially, mentally and physically handicapped children into the broader school community.

Israel's changing population is a major factor in its programs. This nation is made up of more than 55 percent Oriental Jewish families (Jews emigrating from Moslem and Asiatic countries). The government sees child care as a way to integrate these immigrants into the mainstream of Israeli life. Child care programs are the core element of new community centers. The centers, staffed by social workers and other personnel, provide integrated services to families attracted there by the child care program. The extension of services to after-school programs and recreational programs is meant to relieve the over-burdened mother of large families. The child care programs of Israel release the mother so that she may have time to learn more about her new country. They draw her into the community so that she will not be isolated from her own family as they make their transition to modern Israeli life. The programs also serve the working mother and are the key element in attracting more women to enter the labor force.

The French program is similarly an expression of broader national concerns. Early child care started in 1887 for poor children and was aimed at stopping the spread of contagious disease. The infant creches and ecole maternelle that make up today's system still have a strong health service orientation. The creches, in particular, are staffed by baby nurses and provide services for infants from one month to three years. The neighborhood creche is aware of the baby from the day he or she is born since the system is related to the infant/maternal care system. France's family policy includes subsidies to parents for each child that is born and various allowances for infant and school expenses. The subsidy depends on the child appearing for its appointments with the local health care station.

The ecole maternelle is part of the free public school system. It serves children from age two until they enter elementary school at age six and provides an early education as well as child care. The community supplements the school schedule with caretakers hired to supervise recreation and homework after regular school hours.

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*Child care ratios vary according to the age of the child – it seemed to range from 1:1 to 5:2, but because children are increasingly found in mixed age groupings, it was difficult to determine simply from observation.

The French government contends it is neutral on the question of bringing more women into the labor force. But as a result of strong pressures from the trade union movement, child care has become very much a part of labor market policy.

CLUW observers summarized the observations at the conclusion of the seminar with some of the following points:

1.) The CLUW Child Care Seminar was impressed with the fact that child care, in all countries, is regarded as a social responsibility rather than an individual responsibility;

2.) All countries are striving to provide universal quality of child care services for all children regardless of race, sex, religion, national origin or economic status. At this time priorities are given to working mothers, single parents, and to families of children with special needs. Such services are free or based on ability to pay;

3.) In all countries child care is part of a broad national family policy providing comprehensive benefits and services for both family and children;

4.) In all three countries unions are playing a major role in urging their respective governments to increase the availability of child care for all women, but most especially for working women;*

5.) The number and diversity of alternative plans and programs for meeting the needs of children was impressive. The programs ranged from baby sitter care which provided a safe place to high quality programs providing a full range of educational and social experiences;

6.) Special consideration is given to emotionally and physically handicapped youngsters in each country;

7.) There is strong evidence of programs designed to respect the child's home language, as well as cultural and ethnic differences of a diverse population;

8.) In all three countries government participates in the funding of child care services, with little child care for profit;

9.) Despite a strong committment and effort in each country to provide sufficient facilities, the demand for child care has exceeded the supply of space and trained personnel. Everywhere efforts are underway to deal with the problem.

*In the United States, the union that has pioneered in this area is the Amalgamated Clothing & Textile Workers Union which provides child care for over 1,300 children, the largest single provider of private, non-profit day care services in this country.

SWEDEN

CLUW Delegate: "Who supervises your activities?"
Day Care Teacher: "I don't understand . . ."
CLUW Delegate: "To whom are you responsible?"
Day Care Teacher: "To the children, of course!"

* * *

It took nearly the entire week in Sweden for the members of the Child Care Seminar to sort out the responses we were getting from people and learn to ask the right questions. When we figured it out it became clear that our questions proceeded from a different premise. Our questions flowed from the structure of decision making in the United States and things were very different in Sweden.

We frequently asked: "How do you make people carry out these policies?" or "Who forces the municipal politicians to implement national goals?" We were told, "Oh, they will do it because the country is moving toward that goal," or "They will do it because that is what we have decided."

We brought our political lifestyle with us – basically an adversary procedure with a winner and a loser every step of the way. The Swedes were responding from their historic perspective of shared decision making and shared responsibility.

This cooperative mood or climate is built into the structure of government. Sweden does not have a highly centralized government bureaucracy. The bulk of its civil service is in the municipalities – a system of some 278 governmental bodies reduced from several thousand in recent years.

Annika Baude of the Ministry of Social Welfare described the role of the municipalities as being primarily to run the schools, old age care, welfare and child care: "Particularly the children . . . the municipalities must be aware of their conditions and that they have what they need for growing up."

The municipalities can tax income and determine community priorities and expenditures based on extensive discussion in the communities.

A nationwide discussion was being conducted, for example, on the new national pre-school law. We saw colorful graphics and books which were available to the municipalities. They covered the history of child care programs in Sweden, new directions in educational philosophy and the national effort to build more day care centers and pre-schools while reaching out to more children, especially the handicapped.

This kind of public education program is developed by the National Board of Health and Welfare. The books and posters are purchased by the municipality, the message is debated and discussed in union meetings, school meetings, political party meetings and community discussion "circles."

The municipal politicians, who are seated based on the proportional strength of their parties, present a proposal for day care to the community. Various organizations comment on it and it is then submitted to the appropriate Ministry to make sure it meets requirements for space and equipment as regulated by the state. After approval the municipality is entitled to a payment (14,000 Swedish Krona) for every child care space it creates.

In short, Swedish social welfare is a community concern. Sweden cares for the young and the aged; the worker and the immigrant. It provides programs for the many, but also programs that help the few. Swedes are expected to pay for the cost of these programs and they do. We heard many complaints about taxes (our guide told us Swedes call the income tax building their "wailing wall") but we didn't hear any complaints about the services provided except that there were not enough. "No one would dare touch our child care system," said the Teacher-Director of a program for handicapped children in Taby. "We always complain, but taxes we pay."

ORGANIZATION OF CHILD CARE

Out-of-home care in Sweden began in the middle of the 19th century as charitable institutions for the children of poor working mothers. By the 20th century the kindergarten movement promoted the value of early educational experiences for pre-school children and was particularly popular among the middle class. A 1936 Government Commission on Child Care recommended pre-school for all children from the age of three as a "necessary complement" to their home life.

Increases in the female workforce during World War II led to the establishment of government supported day nurseries under the National Board of Health and Welfare.

There was a decline in the growth of community day care facilities during the fifties when institutional care fell into disrepute and there was a decrease in female labor market participation. As a result only 2,000 additional places were built during the fifteen year period between 1950 and 1965.

This decline in construction changed significantly during the 1960's when the rate of female participation began its upward climb. In 1950, 34 percent of all women were working; by 1965, 38 percent of all women were working; but by 1970, over 50 percent of all women were working. The figure for employment of women with small children has also climbed. Swedish statistics show that in 1965, 35 percent of women with children under 7 were working outside the home, while by 1974 that figure had risen to 57 percent. The increase represents the largest percentage increase of any group of women in the population. More than half of the working women still work part time.

Spaces in day care centers did not keep pace. Since 1965 there has been an increase in day nursery places from about 12,000 to 65,000, but all Swedish authorities agree that there must be more.

A Governmental Commission on Child Care established in 1968 studied all forms of child care facilities in Sweden and issued their report in 1975. The report led to passage of the Swedish Pre-School Act which requires the municipalities to establish pre-school programs for children six years old and younger. Pre-schools, which include day care centers, operate under a single administration which combines social welfare and educational specialists.

The Act also required the municipalities to offer this pre-school to handicapped children and those with special language needs at a younger age. Children of immigrants or political refugees living in Sweden are entitled to receive instruction in their home language by a home language teacher.

The Governmental Commission called on the municipalities to create 100,000 more pre-school spaces in five years, but costs of construction and shortages of staff have political and social experts admitting that the goal will not be met.

There are currently 70,000 children in pre-school centers and another 70,000 in municipally regulated private homes called "Family Day Care." The Swedish Labor Market Board reports that there are some 350,000 children under seven years of age of working parents. That means approximately one out of every three children is unable to find a place.* However, coverage is much more extensive for children age 3 and older.

The current child care debate in Sweden centers around the creation of pre-school places and the

*Berit Rollin, Economist, Swedish Labor Market Board, in a long briefing session with the Child Care Seminar.

speed at which the municipalities will meet this goal.

The Governmental Commission on Pre-Schools, which issued an unanimous report, was headed by Social Democratic Member of Parliament Mats Helstrom. Helstrom met with the CLUW Seminar members and told us that, "Child care centers are not a stopgap."

"They are the tools," he said, "to fill the labor market, expand the education of children and move toward equality of women in the general society."

The Commission which Helstrom headed was opposed to the speed of family day care that municipalities had provided to meet the child care needs of their populations. The Commission advocated child care for everyone who wanted it and called for 90 percent of that care in pre-schools and no more than 10 percent in family day care.

Family day care proponents point out that it employs women in their homes, provides space without capital outlays for construction costs and can be provided almost immediately.

Trade unionists in Sweden are concerned that the pragmatism of the new government on this question will cause it to emphasize family day care in order to avoid the cost of group care and cut down on female unemployment. A recent report filed by the municipalities with the National Board of Health and Welfare shows that concern is legitimate. The municipalities report they are immediately planning 25 percent fewer places in child care than they projected in the previous year. One factor is the possibility that mothers will receive cash allowances to stay home.*

Notwithstanding the tugs and pulls of current economics and political problems, Swedish parents seem to prefer group day care and the municipalities are committed to increasing the number of spaces and variety of care provided. At the close of a recent conference of municipal officials the municipalities pledged to build the required spaces by 1980 so that every child who wanted a space could find one.

MANY OPTIONS

Swedish parents have access to a wide variety of care. The all-day care center gives priority to working parents and parents who are students. These centers are particularly noteworthy for their homelike atmosphere and openness. Parents can leave children at the center and pick them up on a flexible schedule. Fees are low and income related.

Municipally run nursery schools, staffed by nursery school teachers, are open to all six year olds and most five year olds. If vacancies occur the children are admitted at a younger age. Handicapped children also receive a priority and are admitted at a younger age.

The nursery school classes are divided into morning and afternoon sessions. There is no fee to the parent. Parent meetings are held each month and parents are expected to participate in school activities with their children at least once each month.

Both the nursery schools and the day care child centers are administered by the local authorities charged with child care matters and responsible to the National Board of Health and Welfare. Both are called pre-school. The principal is to merge the lines so as to obliterate distinctions between economic groups.

Parents may combine pre-school at a local nursery with home care at a registered family day care home, either out of need or preference.

Family day care and the child care center are paid for by a combination of state supports, municipal payments and sliding scale payments based on the income of the parents, the number of children in the family, how many use the child care facility and the number of days it is used.

To find a space in any of these facilities, the parent begins with a visit to the local Social Welfare office or Child Care Center. The Social Welfare offices are located in shopping centers or centrally situated community facilities. The offices provide a wide range of information about housing, medical care, old age benefits, recreational facilities and child care programs.

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*See "Relating Family Policy to Labor Market Policy."

Nearby drop-in child care programs are operated as children's play centers where trained personnel play games with the children or provide supplies for arts and crafts activities. These services are available for short term periods at low cost.

A complete system of public parks provides supervised recreational facilities for children from pre-schoolers to teenagers. These facilities generally hold the parent responsible for the children rather than the community, but are used as alternate care facilities for older school age children. They provide for games, casual play and more studied developmental activities such as in the 12 children's theatres located in Stockholm parks.

Children attending school continue to have access to child care through a system of free time centers. These are opened in the morning before school and usually provide breakfast. The children return to the free time center after school until they are picked up by their parents or an older sibling as late as 6 p.m. Children, ages 7-9, are enrolled in these centers at the beginning of each school semester. If they fail to show up at the center, their parents are notified. The centers provide places for children to do homework as well as access to libraries, music classes, sewing and carpentry.

Fees for the free time centers are shared by the state, municipal governments and parents based on a sliding scale similar to that used in determining day care center fees.

Also of interest is a series of free time activities being developed for children between 7 and 12 years of age, particularly in remote areas near the Arctic Circle or in northern rural communities. The programs provide enrichment experiences as well as after-school care. They include recreational games and creative drama and are financed in part by contributions from the State Inheritance Fund, which is built by the estates of persons who die without wills. This money is used by voluntary organizations such as the Scouts as well as government bureaus concerned with child welfare.

FAMILY DAY CARE

Family day care has grown quickly in Sweden despite the parliamentary goal to keep it at no more than 10 percent of the number of publicly supported child care spaces in any community. The reason is of course directly related to the phenomenal growth of women workers.

Family day caretakers are regulated by the municipality's Health and Social Welfare Board. The caretaker may not take in more than four children in addition to her own child. Parents pay a percentage of the cost of care to the municipality, the municipality in turn pays the caretaker directly. The state subsidizes 35 percent of the cost of this care.

A municipal supervisor visits the mother (fathers are permitted to work as day caretakers, but women predominate) and helps her carry on her job. She is offered a 90 hour child development and training course, but the course is not required and only 30% take it.

The day caretaker has access to toy libraries as well as other materials and a central place in most communities to where she can go and join other mothers who are taking care of children.

In order to maintain the rate of construction of community day care facilities, the state usually does not approve more spaces in family day care than exist in community care facilities. The pressing demand has led to some unlicensed family day care homes, but more frequently, officials told us, to informal arrangements with young girls, grandmothers and aunts as well as shift work by parents to alternate the times they are at home.

Nursery school teachers told CLUW participants: "Most parents are preferring day care centers over home care . . ." A national study on the question showed little difference in the results of development tests between children in community care and family care but did comment that the caretakers were different, "less allowing, more conservative" than community day workers. Children stayed longer hours in family day care homes than in centers and changed caretakers with considerable frequency.*

HELP FOR THE HANDICAPPED

Of particular note is the Swedish Lekotek, a pilot program to train and teach parents of handicapped children how to work with their youngsters.

The Lekotek we visited in Taby, a working class and immigrant community, provides a variety of services. The teacher-director and her small staff work directly with a small number of children and their parents who are referred by a pediatrician after the birth of the child. The younger the defect is detected, the earlier the Lekotek workers will begin their job.

The parent and the child come together to the center and play with specially designed toys that will stimulate the child's perceptions. The program is designed to build the child's strengths while offering support and guidance to the parent.

Beyond the small number of children who actually come to the center, the teacher-director and the staff pay calls to parents of other handicapped children, offering them the same kind of instruction in the home and lending toys for the children to play with.

There is close communication between the Lekotek and the other social and health services personnel in the community.

Community day care centers or nursery schools which have enrolled a handicapped child may call on the Lekotek for specialized services to help initiate staff training, recommend special equipment or determine if the number of staff or amount of space in the facility is ample to care for the handicapped child's special needs.

NATIONAL STANDARDS AND TRAINING

The question of standards of equipment, materials, teachers and staff were uppermost in the minds of CLUW participants who frequently asked, "Are all day care centers like this?"; "Are you showing us centers that are typical of the city?"*

Requirements for equipment, space per child, and types of play areas both indoors and out are standard and regulations are spelled out by the state in order for the municipalities to qualify for the state grant.

We heard some complaints, in fact, that parents who attempted to set up cooperative day care to meet their needs until a community care facility could be built were stymied by all the rules and regulations. A move by the National Health and Welfare Board to relax those standards for such ventures was being considered. We did not find any day care for profit being built or encouraged.

The standard concerning teacher-child ratio was described as 3:5 for 6 months to 3 years old and 1:5 for 3 to 7 years. One day care worker told us that his profession would never agree to reducing that ratio in order to accommodate more children. "It is not only an educational issue," he told us, "it is a trade union issue."

Mats Helstrom, Chairperson of the National Commission on Pre-Schools, ascribed differences in day care centers around Sweden to "cultural" preferences. Another report* ascribed the differences to economics. In poorer areas with more immigrants, the writer noted, many children will be in centers staffed by less well-trained workers. In middle-class or working-class centers in and around big cities, there will be more centers than in rural areas and the staff will be better trained.

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*Soderlund, ibid.

*While the Seminar was in Stockholm, the Day Care Workers coincidentally held their annual Congress. In an interview with one recent immigrant from the United States who now heads a child care teachers local in Lund, we were told that the child care equipment and space allotment were almost identical throughout Sweden. This teacher had taken student teaching at centers in almost every region of Sweden. He commented that one Center we visited in Stockholm which we found particularly impressive, was actually considered deprived because it didn't meet current standards on playground areas.

*Soderlund, ibid.

Just as there is a shortage of day care spaces, there is a shortage of trained day care workers. Currently day care teachers and baby nurses are both hired to work in the centers. Only certified kindergarten teachers may teach in municipal pre-schools.

The training for day care teachers begins after a student concludes compulsory education at age 16. The student might go on to a gymnasium for additional general education or might select a particular "line" of study at a special school. Elementary school teachers would attend a school that is connected to a particular education faculty at a university. Day care and nursery school teachers would attend a pre-school teachers' seminar taught by college level instructors. There are 16 of these colleges teaching the Swedish language, hygiene, child development, educational philosophy and methods of activating small children.

The program is based on a "team" concept and concentrates on the development of the child. A number of students advance as a group through the courses. The American immigrant day care teacher called it the "most extraordinary educational experience" of his life.

There is a particular incentive in the new course of studies to attract men to formerly all-female occupations. As a result we saw a number of young men working in the day care programs anu the leisure time centers.

In centers which cannot attract certified nursery school teachers the staff is made up of baby nurses, although a combination of these two kinds of workers is more likely.

The day care teachers told us their union is attempting to encourage the baby nurses with whom they work to upgrade their occupation by taking the special course, but we did not determine how successful this effort has been.

The baby nurse also completes secondary school but may have taken a special child care series of courses before graduating and then additional practice training or may take special university level courses.

Both groups have practical experience as student teachers or student baby nurses before working on their own. All employees in the day care center – including maintenance workers, cooks and cleaners, are considered part of the child care team and are exposed to various forms of ongoing staff training. This is true for staff at a nursery school or a child care center.

WHAT WE SAW

A child care center in Sweden, a free time program or a nursery school, all bear a strong similarity in that the program is stimulated by the child rather than the teacher.

In the centers we saw very little effort aimed at instructing the child. "We do not concentrate on subject matter," one Social Welfare administrator told us, "we concentrate on helping the child develop as a human being.

Craft materials and toys are there in ample numbers and the teachers seem to be assisting the child in the activity rather than directing them.

There was very low key and gentle contact between the children and the teachers. Frequently teachers were seen sitting quietly on a couch reading to a child. The eating situations were very much like a family home. Little babies in high chairs seated next to a baby nurse at a regular family sized table, with everyone lunching together.

There were places for children to carpenter and cook and projects seemed to be planned around these tools.

The municipal pre-school we visited was for 6 year olds and had a stronger education program. The children had completed a study of ships and other forms of transportation. They had designed a group mural on Africa which was startlingly beautiful for its color and free imagination.

A game which the teacher described to us gives some insight into their interests and word perception. A child might ask to play a game about textures. "Find me something in wood . . . not of processed wood but of real wood . . . find me something in textile . . . not of synthetics but of linen . . ."

Most notable about the Swedish program was the homelike atmosphere of the community care centers we visited. They were like no other institution or school we had ever seen. Divided into individual rooms, there were places for children to swing on strong equipment suspended from the ceiling; rooms with subdued lighting so that children could hide behind pillows and rugs; rooms to eat in and read in; rooms to play games and work with tools and craft materials. There were rooms for wet play and a balcony for winter outdoor play for little children. There was also access to outdoor play areas year around.

At one leisure time center the staff member groped for English words to answer the question we asked and a young girl who was playing around his legs chimed in and answered the question with great naturalness and poise. He was completely unconcerned with her presence, took her interruption with good grace and accepted her information with thanks.

Faculty have a special room in the centers with chairs and eating tables that give them an opportunity to separate from the children.

There is an easy access to food in the form of fruit or cheese and crackers on the table and coffee percolating on the stove, all of which emphasized the homelike atmosphere of the centers.

The decorations rely on use of the colorful Scandinavian fabrics, much of which is in bright primary colors. There is a sense that this place was built for its present use although, in fact, the places we visited were often reconstructed from former apartment houses or dwellings and were not originally centers. But it was obvious that a great investment had been made to make them work in that way.

RELATING FAMILY POLICY TO LABOR MARKET POLICY

Sweden's family policy and its labor market policy are interrelated through a series of programs that serve both the interest of preserving family life and providing jobs for everyone.

The Swedes changed the name of the Commission on the Status of Women to the Commission on Issues of Equality between Men and Women. This Parliamentary Commission has noted that women will gain equality when they can share the rights and responsibilities of men. That means encouraging women to enter the labor market in order to take part in the economic decisions that are made there. It also means providing encouragement to men to take on their share of family and household responsibilities.

Sweden's maternity leave, for example, has been renamed Parental Leave. It provides through the national insurance system up to 90 percent pay for either parent for a period of nine months after the child is born if both parents are employed. Parents who wish to work a shorter day can extend this period for up to 14 months.

When the parental leave feature was first introduced in 1974 the Swedes discovered mothers were still taking the bulk of the leave but the percentage of fathers using the benefit has increased with each year.

Both parental leave and the debate over the shorter work day as opposed to the shorter work week are related to a concern that there be "more time for children."

Parents argue that a shorter work day will give them an opportunity to spend longer periods of time with their children as well as provide more jobs in the economy. A shorter work week, on the other hand, may simply encourage long weekends in the country and will not change the relationships within the family or provide opportunity for greater participation in community and political life.

The strong political link between child care and labor market policy, as well as questions of equality between men and women, have been highlighted by a proposal by the new government that parents get paid for staying home to take care of their children until they are three years old. The Social

Democratic Party feels such a contribution would stop the expansion of the pre-schools and tend to prevent the entry of women into the labor market.

It was notable that although labor policy played so large a part in the philosophy underlying the provision of day care, the centers were available to more than just working parents.

Students with children were considered as working parents in determining priorities in enrollment. Handicapped children below the age of 6 were also given priority, with the proviso that the local nursery school or center take on additional trained teachers to provide necessary special care.

THE SWEDISH MODEL

Swedish officials were quick to warn us that their country of only 8 million people did not face the same problems that our nation did. They pointed out the homogeneity of their population, the long cultural history of cooperation and community based social programs.

They also pointed out that the solidity of their labor movement – more than 90 percent organized – gave particular strength to accomplish social programs.

It was the labor unions and the Swedish Social Democratic Party that were leading the debate over issues raised by child care. It was the labor unions pushing for additional spaces. The ever-growing ranks of women trade unionists and the commitment to female equality put pressure on union leaders to respond to the needs of working women.

Despite these differences there were models in the Swedish system of child care that could be translated to the United States.

We, too, need to provide for the cultural needs of children with a different home language than English. We need bilingual teachers to help children continue speaking their home language and make sure they learn English. The Swedish home language teaching program works with parents, pre-schoolers and school age children to accomplish this goal.

As in the United States, Swedish authority for child care is centered in the immediate community. Broad standards for state support come from a central authority, but enforcement and numbers of spaces are directed by community needs.

Swedish programs to upgrade existing personnel, train and attract male teachers, develop new training methods for early childhood educators, should have an impact on our own schools of education.

Providing a home-like look to the day care centers, experimenting with sibling groups, changing existing recreational department offerings to follow the schedule and program of the leisure time centers, could change the face of existing child care in the U.S.

Finally, just as we can adopt a family policy for our nation, we can develop a labor market policy that, as in Sweden, attempts to give women equal access to jobs by making sure there's a place for their children to grow and develop.

ISRAEL

"In the beginning – 52 years ago – the first thing we thought about was, 'What shall we do for the children?' "

Aliza Tamir, Chairperson
Salaried Workers Division, Histadrut*

* * *

When you visit Israel, you do not have the feeling that you "have seen the future," but you certainly feel you have been moving toward it. Israelis seem always to have their eye on tomorrow and the greatest hope of that tomorrow is their children. The pioneer spirit seems very alive in Israel because of the realities of the frontier – of scarcity, war and unmet needs.

To understand the way Israel provides day care for its children one must first understand something about the way it was settled and its modern history.

Although we talk about Israel as being nearly 30 years old, its recent history goes back to the twenties, when Jewish intellectuals from Europe began to design their Zionist dream and plan for the ingathering of the exiles.

Living under the British mandate or Turkish law, they still had to provide social services for Jewish families as well as design an economic system and build a working class.

The tragedy of the holocaust only intensified these needs and the interim wars with the British and Arabs made the establishment of ordinary governmental services almost impossible.

In a way not unlike the pattern of American immigrant and frontier life, they formed their own self-help organizations and reached out to Jews around the world to assist them. The private organizations became quasi-governmental agencies fulfilling the role of ministries of health, education and social welfare.

Israel's extensive health system, for example, is privately operated and government supported. Histadrut runs the biggest health plan – Kupat Holim. Hadassah operates many of the hospitals. The lack of fine and precise lines between what is public and what is private is a baffling experiences for visitors from the United States.

The United States of course has many such public programs that include contributions from private organizations as sponsors or underwriters as well as private programs underwritten by public funds. But our central government is the agency which sets direction and standards in most areas where public funds are expended. As Israel's nationhood becomes more secure, its citizens are also debating what properly belongs to the state to administer and what should remain in the private domain. We discovered that the question of whether the health system should remain with Histradrut or become part of a state agency was an ongoing issue.

A similar debate is taking place around the child care system, which derives from this early history and depends substantially on the existence of volunteer organizations.* It also depends on a ready supply of volunteer women prepared to give many unpaid or low-paid hours to the job as an extension of the Israeli pioneer spirit.

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*Histadrut is the Israeli labor federation.

THE ORGANIZATION OF CHILD CARE

Na'amat, the division of Histadrut which includes all working women in Israel, including housewives who join Histadrut, is the largest single provider of child care services in Israel. The 700,000 member organization operates 500 day care centers for 15,000 children throughout Israel. The organization also operates training schools for socially disadvantaged girls, after school programs for school age children, vocational training and education, including certificated apprenticeship classes, housewives' clubs, summer camps for mothers and children, old age and recreational programs.

Na'amat's facilites are operated by its volunteers in local chapters throughout Israel and in cooperation with local Labor Councils. The organizations receive space and some staff support from the Labor Council, but each Na'amat local is responsible for fund raising to operate the day care facilities in its area. The 0.8 of one percent which Na'amat receives from the total Histadrut budget is a "new achievement," we were told by Na'amat leaders. Finances, therefore, determine the location of the child care facilities. They are only built where existing Na'amat chapters can handle the burden of fund raising and direction.

Na'amat describes itself as supplying "public services which the various state agencies and departments are yet incapable of assuming." At present government support of day care facilities is shared by the Ministries of Social Welfare, Labor and Education.

The Ministry of Education is opening kindergartens within the system of free public education which provide services for children of five years* and older within a municipality. These programs are directed and taught by teachers certified by the Ministry. The support systems of supplies and construction are provided by the municipalities. Teacher aides are also paid by the municipalities. Kindergarten teachers in community care facilities are paid by the Ministry of Education.

The Ministry of Social Welfare pays a stipend for socially disadvantaged families whose children attend a creche or day care center operated by a private voluntary organization.

The Ministry of Labor provides payment on a sliding scale based on the wage of working mothers for children who are in day care centers.*

*An excellent example of this kind of program is seen in the history of the WIZO child center in Jerusalem which the Seminar visited. The Women's International Zionist Organization is one of several women's organizations which operate children's programs. The Center was established in 1924 by pediatrician Dr. Helena Kagan to provide a home for babies and children abandoned after World War I. Dr Kagan's "closed" institution or residential facility has given way to an extensive program for the children of working mothers including a long day kindergarten and a half day kindergarten for children between 3 and 4. It also provides 16 day creches for 330 children from 3 and 4 months up to 4 years which operate from 7 a.m. to 4 p.m. It provides experimental services for after school hours so that older children can do homework and receive a hot lunch. It provides special education programs for girls "from the street" to give them literacy skills, vocational skills and training for potential jobs in WIZO centers throughout Israel. Additionally it provides services for the aged, war widows, women and immigrants. The Center employs paid staff, but this institution which services more than 600 individuals daily is directed by a WIZO volunteer.

*Children are eligible from age 5 but if space is available they may be accepted at age 4 or 3.

*Dr Sheila B. Kamerman, Consultant to the CLUW Child Care Service, reports in her research that 90% of all Israeli children between 3 and 5 attend some sort of pre-school or kindergarten.

The cost of providing care for the approximately 30,000* children in recognized centers is shared by the government and the voluntary organizations. The government through its various ministries provides 60 percent of the cost. The voluntary organizations must provide 40 percent of the monies. Parents pay varying parts of that 40 percent on a sliding scale depending on a pre-determined government schedule.

At a wrap-up session that featured government and women's representatives, the Na'amat leaders complained that the government was really paying less than the 60 percent portion it claimed. An unrealistic formula for determining the cost of maintaining a child in care keeps the government contribution down, we were told, and requires the voluntary organizations to make up the difference.

"We are being crushed by the financial burden," we were told by Na'amat Secretary General Tamar Eshel. She is one who would significantly reduce the role her organization plays in providing day care and shift the burden more substantially to the Israeli government.

The cost of providing day care is also a concern of the Salaried Women's Division of Histadrut. These women are also Na'amat members, but they include only women who work for a wage. Aliza Tamir, Chairperson of the Division, told CLUW there must be other alternatives to providing day care than the centers because of the great capital outlay required for their construction. Tamir, who is a leader of the militant nurses union, was instrumental in having day care facilities set up in hospitals.* Hospital facilities and others established in close proximity or specifically for parents in a particular factory or industrial complex have been built in different parts of Israel in combination with management and the Ministry of Labor.

Tamir told CLUW that although the work connected child care centers were well used, mothers preferred the community based day care centers. The expense of constructing these centers however led the Salaried Women to put pressure on the government to extend the school day or to provide after school programs in existing school structures to at least service the older children. Five years of pressure from the Salaried Women's Division has led to the experimental program of an extended school day which CLUW participants observed in Lod.

Tamir noted that all these programs provided sliding scale payments to the sponsoring organizations from the Ministry of Labor for children of working women. But in communities with insufficient child care spaces or without work-connected centers working women hire private baby sitters. Women workers argue that the Ministry of Labor should provide similar payments for such home care. Although women workers advocated such payments, she assured us, it did not mean they preferred home care to out-of-home care. The educational content and interaction with other children provided by the community based facility were considered vital to the social development of the individual.

"We have seen the results of the Kibbutzim," she told us. "We are not afraid of institutional care for our children."*

During the most recent armed conflicts with the Arabs, Israeli men were called away from their jobs in factories and government agencies went to the front to fight. The surprise nature of the attack

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*Ministry of Labor.

*The hospital child care centers are staffed on a round-the-clock basis and are also planned to keep hospital employees' children in the event of a national emergency.

*The Kibbutzim -- collective farms -- were the ideal system of organization for the early settlers of Israel. It fitted the needs of the community and met the goals of building a socialist and egalitarian society. All resources were mutually owned and created and all income mutually shared. The collective voted on the dispensation of

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showed how few women were adequately trained to take over these jobs in an emergency. It also demonstrated in this nation, which believes strongly in equality of its citizens, that women were clustered in very few occupations.

The government began to rethink its labor policy and is now actively encouraging women to enter the workforce in non-traditional occupations. "We need all the human power we can get," said Mrs. Zohar Korte of the Ministry of Labor. She told us that approximately 390,000 women or 35 percent of women between 14 and 64 in Israel were working. Some 38 percent of these have children under the age of 3.

The growth in the number of women workers and the need to increase this number is having its impact on the child care system. The agencies – both public and private – have changed the image of day care centers, removing them from poor neighborhoods and placing them in areas that are neither rich nor poor. The hours have been changed to reflect the needs of working parents and the numbers of space have been significantly increased.

The 30,000 children that are currently in care represents a marked increase over the 10,000 that were served only six years ago.

Israeli experts anticipate that Israel's "dedication to mixed planning and organization" may be significantly altered by the increasing number of women workers. The burden of fund raising and volunteer supervisions will become more and more impossible for the organizations as their most competent leaders enter the labor force and themselves put demands on the government for child care services.

Another new development directly tied to the increase in the number of working mothers is the extended school day which has become an important political issue in Israel.

Children attend school six days a week which corresponds to their parent's workweek. But the hours of school and work are considerably different. School ends at noon or one in the afternoon, work does not end until four or five pm. The Child Care Seminar visited the experimental extended school day program in Lod, an immigrant center. The program is administered by Dr Blanka Burg, Deputy Director of the Israeli Ministry of Education. She described the program being tested at schools throughout Israel as providing enrichment courses including physical education, art, home arts, manual education, music and help with homework.

A preliminary survey of the experiment has shown that some adjustments will be needed for teachers who travel some distance to their work, but that parents and teachers generally support the programs and will urge its extension.

Where there is no extended day program parents must arrange for a combination of public and private care – school or kindergarten for part of the day and baby sitting by a student or another woman for the rest of the day.

But union women told us the day care centers were the preferred supplement even for school age children. We did not observe the growth of any day care for profit in Israel, despite the need for more spaces. There was, instead, strong pressure on both the state and municipal authorities to extend the existing programs and strengthen them.

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goods and on the policies of the Kibbutz. The children of the Kibbutz were its collective resource and its collective responsibility. Security, as well as principle, determined that children would sleep away from their families in a children's house.

Although only four percent of modern-day Israelis live on Kibbutzim, it remains the ideal. We frequently heard union and government officials say wistfully: "I should have stayed on the Kibbutz," or, "Life was better on the Kibbutz." The faith in collective child rearing and the dependence on voluntary organizations still dominates and dictates the organization of child care in Israel. Interestingly enough, some of the Kibbutzim have modified their facilities for very young children because of the fragility of family life due to war time fatalities. Most children now sleep at home with their parents.

STAFF TRAINING AND EARLY EDUCATION

Several times in our orientation sessions we were told that the Israeli government had been greatly influenced by American research that indicated the child's earliest experiences from one to three determined its future intellectual and social development.

In Israel this has been taken to mean that the educational level of the various programs must be made more intensive and must be extended to younger and younger children. This becomes particularly important in terms of changing the traditional attitudes of the Oriental Jewish families toward education and the role of women.

All three ministries are concerned with this question from their own particular point of view and have developed programs to assist in the integration of these families.

The Ministry of Social Welfare sponsors a Community Center program whose child care component was developed by a U.S. trained social worker, Ms. Margot Pins. The centers began in 1976 in cooperation with the American Jewish Joint Distribution Committee and are an extension of the social service philosophy that stresses rehabilitation rather than "first aid" relief for families in distress.

The centers are aimed at children in poverty level homes in city neighborhoods and frontier settlements. The provide welfare services and family enrichment programs in the same way as do the voluntary women's organizations. The Community Centers are Established in areas where women volunteers may not be available and are staffed by social workers and teachers who can fulfill a variety of functions.

The heavy emphasis on professional training in these centers is significantly different from the history of recruiting personnel for those run by voluntary organizations.

The Community Center program stresses trained staff. A recently initiated one year post BA program is required for all Directors of Day Care programs and staff at the centers. The program has been funded by UNICEF in cooperation with Hebrew University.

WIZO and Na'amat recruit women from many walks of life with a variety of educational backgrounds. Some may have advanced degrees in child development and related studies, others may have had some minimal baby care training. The organizations each set up their own standards for in-service training. They work closely with professionals in various fields including instructors and professors at Israel's leading universities. In-service training is required of all staff that comes in contact with the children, but the nature of the training is not regulated by the Ministries of Health, Education or Labor and the content of the programs is not standardized.

It was clear we were trodding in a sensitive area when we asked questions about staff development, standards of licensing and content of staff training programs. One day care director who would not categorize her staff according to their training and praised them all for their experience and devotion, turned out to be the holder of several advanced degrees in early childhood education, a fact she did not reveal to us during the conversation.

The voluntary organizations feel their workers have done an outstanding job and that their years of experience and on-the-job training more than qualifies them as experts in the field of child care. Yet they recognize the need for more extensive and uniform training programs.

On the other hand, the Ministry of Social Welfare cannot demand standardized training and professional skills unless it is prepared to pay professional wages. It also must acknowledge the fact that these agencies have served the nation well and the women who have staffed these institutions have been loving and devoted caretakers of the children of Israel. One other problem in upgrading the wages and status of child care workers who are not certified teachers is that the teachers union will not take them in their ranks and therefore does not negotiate wages for them. Both professionals and volunteer workers in child care told us they consider the development of a "joint authority" essential to effectively administer the various programs and develop a unified staff training effort.

THE INTEGRATION OF IMMIGRANTS

Child care and family policy questions have provided Israel with a number of difficult conflicts. The system can best be described as pragmatic, Israelis say, "pluralistic." The Israelis accept the fact that the government's defense budget drains its revenues. They know they must depend on raising capital from outside the country to maintain a certain standard of services. They have welcomed Jews from all over the world to their nation and encourage families to have children by paying a substantial and ever increasing family allowance for each child from birth to age 18. Yet these large families – called "blessed" and socially disadvantaged at the same time – are the center of the nation's social welfare problem.

The need to integrate the more than 50 percent of the population which now comes from Moslem countries has put an enormous burden on both the private agencies and public ministries.

The integration of these families is considerably different than those who emigrated from Europe and the United States. The women in these families have been raised in the model of the Arab world. The men have been raised to look on manual labor as degrading; heads of families therefore cannot easily find work. The women are isolated from the modern community, their children are poorly educated, and education in general is not thought of as being particularly beneficial. The child care programs of Israel are aimed at reaching out to these families and bringing them into the mainstream of Israeli life.

Families are reached through their children. A mother is invited to participate in the day care center as a volunteer. She may take classes while she does her laundry in a club owned and operated by the local Na'amat organization and located in the same building as the child care center. She may come first for the laundry or first for the child care, but either way Na'amat volunteers will reach out to her.

A father may be asked to build something for the nursery school or join his wife in a social evening, a language class or vocational program.

Teenagers are encouraged to take part in after school programs where they can receive help with their homework; help their parents are unable to give them.

The Ministry of Social Welfare uses the volunteers at child care centers to provide information about the "modern bureaucracy" and explain what social services are available and how to get them.

Na'amat's Culture and Education Department, while aimed primarily at working women, tries to reach young women who cannot work by providing them with family raising skills, courses in culture, life style, sex education, child health, citizenship and community involvement. The volunteer network of Israel then recruits women who have gone through these courses to work as volunteers among socially deprived families.

Na'amat and WIZO both count their successes in the number of women who complete these programs and take jobs outside the home, some as paid staff in community centers. Although there w[illegible] some question raised by women's rights [illegible]s ab[illegible] the advisability of encouraging women to leave their homes to take low paying jobs, the overwhelming view was that any job outside the home was a step forward in integrating women into the life of the nation.

Knesset member Ora Namir, who also served as Chairperson of the Israeli Commission on the Status of Women, disagreed when she addressed the Child Care Seminar. She commented on the role of education in the lifestyle of Israeli women, stating the Commission had found that as the level of education rose, men and women competed almost equally in the job market. As the level of education fell, women didn't even enter the job market. Namir felt it would do no good to integrate poorly educated women into the labor market because they would continue to work at the lowest paid jobs with the least possiblity for advancement or change in their basic standard of living.*

of women into the labor force as directly linked to the integration of Oriental families.

In addition to the child care and female oriented classes already mentioned, additional social services are provided by the voluntary organizations and supplemented by the state to help bring mothers of large families out of their isolation and eventually give them enough conficence to work.

Mothers with four or more children are entitled to attend a summer camp away from home. The volunteer organizations provide helpers who prepare food in advance of the mother's leaving and provide alternate care for even very young children so that the mother can go away. For many of these women it is the first time they have been by themselves. The same kind of camp is provided for Arab women in the occupied territories on the Western Bank and is having a powerful influence there.

While Israeli officials say they have still to conquer ancient attitudes toward education and the role of women, the state has successfully intervened in the health and housing standards of recent immigrants.

An important component of Israel's family policy is the nationalized Tipat Halav (a drop of milk in Hebrew). These infant and maternal care stations reach into the most remote areas.of the state. Beginning with pre-natal care, the mother received medical attention, instruction on infant care and learns what to expect from the developing baby once it is born. Trained nurses attend her throughout her pregnancy and post-natal period. Babies are born in hospitals and deliveries are attended by physicians. This kind of care has substantially changed the infant mortality rate in the region. Israeli Arab women told us that the infant mortality rate among Arab children had fallen from 60 per thousand in 1948 to 28 per thousand today. Mrs Ana'am Zua'bi, a Na'amat leader in the Israel-Arab city of Nazareth, called this statistic the best in the world among Arab communities.

The highly trained nurses of the Tipat Halav system continue to visit the child at home after its first year and report developmental problems to cooperating teams of physicians, social workers and psychologists that work with the infant and maternal care station. Increasingly the nurses are involving fathers in the program and in some experimental locations giving birth control information. For both political and religious reasons it has been difficult for the nurses to provide family planning information in the past.

The Israelis try to achieve their goal of integration with increasing awareness of the need to preserve older traditions and cultural lifestyles. The Ministry of Education has respected the demands of the Arab community to maintain their cultural identity by setting up a completely separate educational system, which provides instruction in the Arab language and honors traditional celebrations of the Arab community. The school system integrates the two communities in the higher grade levels, offering voluntary instruction in both Hebrew and Arabic.

They have encouraged Oriental Jewish families to maintain their identity by settling in close-knit communities. The CLUW Seminar received a dramatic demonstration of this process at the Moshav* Zacaria where Kurdistani Jews from Iraq have built a successful cooperative village. We were greeted warmly by the women of the village, some of whom had worn their homeland costumes in our honor. They cooked a sumptuous meal and it all seemed very traditional until the speeches began.

Then it became clear that our visit was an opportunity to tell the Na'amat leaders who accompanied us and a Knesset member who joined our group that infant care was needed at this Moshav so that the women would be able to work alongside their men in the fields.

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*Some 79 percent of men and 74 percent of women with 16 years or more of education are working, while 72 percent of men and only 20 percent of women with 8 years of education are working.

*A Moshav is a cooperative village in which each member family owns its own farm but produce is sold and supplies purchased through a central cooperative.

When these women spoke to us it became clear they had learned the techniques of a modern political nation and would get what they needed to help them survive in this world while maintaining the traditions they wished to preserve.

WHAT WE SAW

No one can observe the child care worker in Israel without commenting on the obvious love and devotion that the teachers, baby nurses and others who gave care bestow on their charges. This notable warmth and good feeling that the adults show toward the children is not overprotective. The children work and play independently. We saw children working in small groups alone on art and science observation projects. We saw them learning handclap rhythms and number songs with teachers.

Posters with letters and posters with nutritional information, signs with botanical illustrations and animal illustrations decorated the play areas. There was a strong emphasis on hand made decorations and children's art was everywhere.

The small children seemed to have substantial time for free play both indoors and outdoors and worked with art materials in a way that a more unstructured program in the United States would expect children to work.

Parents were helped, rather than being helpers in the centers we observed. But we were told that role is changing. The new community centers involve parents in the educational process and kindergartens are requiring parents to participate one day a month for security duty and also as classroom volunteers if they so desire.

There was a strong emphasis on independent planning and action at the extended school in Lod where children were responsible for school grounds and maintenance.

There was giggling and joyous response to us as strangers in the centers we visited in Israel whether from very young children or older students. It was only in Lee Gat, the center attached to a dungaree factory and specifically for working parents at the factory, where we did not feel this sense of liveliness and fun.

It was clear that the Center was not built specifically for child care and space was being utilized to meet a powerful need. The children had kind attention, but the rooms were inadequate for the number of people.*

The Ajami day care center in Jaffa, in a mixed Arab and Jewish neighborhood, was an example of what we found most exciting about Israeli care.

Every room of the huge old house which was the center's quarters was percolating with activity. Some children were playing with blocks, some were painting and working with clay. There were children in the dress up area playing with dolls and household equipment, including a little boy ironing his clothing. There were children in the makeshift fort hiding and play-fighting. The children were divided into groups of 35 by age and then subdivided again into small groups of 15 children. Three adults were assigned to each of the larger groups.

The children seemed relaxed and unconcerned about our presence and although there was a language barrier we communicated, even played with them.

We learned that children received breakfast and lunch as part of the program. Classes began as early as 7 a.m. and parents or older siblings picked children up at 4 p.m. Since the school was located in a very poor neighborhood, the center gave priority to women with large families. Fees for the children were based on family income and many children were referred by the Ministry of Social Welfare.

THE ISRAELI MODEL

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*Some CLUW Seminar observers felt the problem was that there were simply not enough adults present.

The CLUW Child Care Seminar was impressed with the unity of purpose and clarity of values that emerged from the Israeli system despite the wide variety of social agencies, private agencies, funding sources, public and private training programs for staff as well as different supervisory and inspection authorities.

The Israeli authorities and volunteer organizations agree on the purpose of their systems. They see child care as a key to reaching the family of the child and integrating the entire family into the Israeli lifestyle; then to expand the female workforce and encourage equality on the job; and finally to provide intensive early education for the child to compensate for skills not part of the family's traditions.

The Israeli child care system is organized on a "mixed plan" out of need; the United States system has developed in much the same way out of neglect. Israel's labor shortage dictates heavy reliance on volunteers. Our nation has many skilled and well-trained professionals in the field of early childhood development who are unemployed.

We can adopt from the Israeli model the concept that the state can provide financial payment for the children of all parents who register in an accredited community care facility regardless of income. We believe all child care should be free and universal. But if the Federal government were to pay only a partial share of the costs of maintaining a child in day care the cost to the parent should be based on income and family size and low-income families should be eligible for total support.

FRANCE

"Our mission is to develop an appetite for learning and then when the child is old enough to read and write he is ready and wants to . . ."

Teachers at Ecole Maternelle.

* * *

The French system of child care is based on the idea of community responsibility for the very young infant and child. Born out of a desire to stem the spread of contagion in 19th century Paris, it has undergone several transformations to accommodate the changing social policy of the nation.

The child care programs are concerned with the health and development of the child but are now also concerned with the early education and transition to elementary school.

The major systems of child care and early education are linked to the extensive infant and maternal health care programs. These programs are linked again to a national system of family allowances. The various payments for children are meant to encourage child birth while providing an income floor for families.

Women are entering the workforce in France at an ever-increasing rate. That fact is putting pressures on the existing system for children under age 3. Within the last decade there has been significant changes in the design of care facilities, the ratio of adults to children and the educational approach of the caretakers and teachers.

These changes toward greater freedom for children and some additional parental involvement in the system have been helped along by constant political pressures from the left to improve the quality of care in France, provide consistent quality around the country and rebuild those sections of the system which have deteriorated.

CRECHES AND NOURRICES

A French woman is entitled to maternity leave for fourteen weeks, six weeks before her child is born and eight weeks after.

The 50 percent of her average wage is provided through the National Insurance System and may be supplemented through contract negotiations.

Working women and children with special problems have priority at a system of neighborhood creches which care for infants from birth until two or three years of age. These creches charge fees on a sliding scale and are subsidized by state support. They are administered by the Ministry of Health which sets standards for space and facilities.

. The child remains in the creche for the entire day in the care of trained baby nurses and helpers, some of whom receive in-service training and some of whom graduate from high school level courses on child development and infant care. Certified teachers are required if the creche includes children in the 2-3 age group.

The creche is closely linked, although not directly connected to, the infant maternal health care state in the community. It has access to the pediatricians at the stations and the well-baby nurses. Periodic examinations are conducted of the entire infant population on a regular basis.

A complete record of the child's family and social history, experience with specialists, schools, and social welfare agencies is recorded in a "Carnet de Sante" (health record book) which the parent is expected to take to the child's elementary school at age six.

Family allowances for families with two or more children continue until the children are sixteen and beyond that if they are students or registered in an accredited apprenticeship program.

In cases where there is only one wage-earner in the family an additional allowance is granted for a single child and for subsequent children. A wife's income may be permitted if it remains below a certain level.

In order to receive these family allowances, the young child must be brought to the well-baby appointments. The health stations are administered for all parents and are generally used except in upper class neighborhoods, where, we were told, the parents use private physicians.

The neighborhood creche is called the "Creche Collective" to distinguish from a system of family day care homes called "Creche Familiale." There are some 70,000 places in these creches to serve a population of 2½ million infants under 3; 50,000 in the Creche Collective and 20,000 in the Creche Familiale. The French Ministry of Health estimates that another 20,000 children are enrolled in the creches operated by social agencies or church organizations and another 100,000 infants in the care of "la famille enlarge" – grandmothers, aunts and other relatives.

Parents who cannot find space in the system of neighborhood creches turn to a nourrice who provides care for their child in her own home. One estimate is that some 390,000 children under 3 are cared for in this manner.*

Women who wish to work as "nourrices-gardiennes" must register with the municipality which requires a physical examination. The woman is then listed on a public registry and parents may request the names of the caretakers from the local health services office. The parents can go directly to the caretaker from the local health services office. The parents can go directly to the caretaker and make a private arrangement in which fees, hours and conditions are determined without any regulation by a public official.

In a more closely monitored system, the Ministry of Health has set up a small number of day care homes under the direction of a neighborhood staff office. This office is called the Creche Familiale and supervises the nourrice working closely with the local infant and maternal health station.

There are seven Creches Familiales in Paris which supervise approximately 25 homes each. Members of the Child Care Seminar visited the staff and several of the homes in one such unit which supervised 27 nourrices with 53 children.

The Creche Familiale has strict requirements for its member nourrice. A woman may not have more than three children under six in her home, only one can be her own child. A single woman or a married woman who has never had a child may not become a nourrice. The officials fear that such a woman may develop a possessive attitude toward her charges causing conflict with the mother. The nourrice may be a grandmother up to the age of 60 or a single mother.

The nourrices register their preferred hours with the center which in turn matches up the mothers with the appropriate caretaker. A shortage of spaces may require the mother to use several caretakers during the week.

The waiting lists for the Creche Familiale and the Creche Collective are long. The director of the program we visited reported there were four Creche Collective in the area. There were also 300 registered nourrices but only 27 women actually supervised by the Creche Familiale. Some 700-800 children were in these various facilities with a wait-list of 350.

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*The care may be for part of the day or in combination with other arrangements.

Mothers pay the Creche Familiale on a sliding scale based on the number of children in care, joint income of the family, including family allowances. The nourrice is paid per child and must take the cost of the child's food out of the amount given her. She works about twelve hours a day.

The independent nourrice will charge more than the nourrice attached to the Creche Familiale. Creche Familiale rates range from $1.20 to $7.50 a day; independent family day care mothers charge $7 to $8 a day per child.

Caretakers still prefer working with the Creche Familiale for several reasons. The nourrice receives bed, bedding, strollers and toys for the children. They have the benefit of working with a professional team of social workers, nurses and physicians. They have access to regular meetings and training sessions. They are considered employees of the state and benefit from contributions to the pension and retirement system.

Supervision of the nourrice from the center is handled by a small staff which includes a director and another person trained in child care such as a nurse or midwife. The center also is staffed with a secretary and a part time pediatrician.

The supervisor visits the homes attached to the center once a week. The pediatrician is available at the center once a month and a psychologist and social worker take part in monthly meetings for the caretakers.

The Director of the Creche Familiale expressed great regret that this program had been given priority by the present government over the Creche Collective.

"That is not right," she said, "parents definitely prefer the Creche Collective and the Creche Familiale is their second choice. At the end of the list is the nourrice who is on her own."

The Director also said that the investment in home care is a false economy. "In the long run the costs are greater. For every toy you need in a Creche Collective, you need 15 here. Older children break a toy, you must buy a new one; the dog eats the doll and you have to start all over again."

Where there are no Creche Collective spaces available, middle class mothers often start cooperation creches or place their children in private, church or social agency operated creches. These are few in number and because they are not linked to the ecole maternelle are considered to be an inferior alternative. We were told there are virtually no creches organized for profit.

THE ECOLE MATERNELLE

While the care of infants and very small children is still the subject of some debate, there seems to be no debate about the value and system of infant schools called "ecole maternelle."

The ecoles maternelle are free public schools open to all children from the age of 2 (a child must be toilet trained) until the age of 6. This comprehensive, all-day system of eudcation was the most extensive, universal care we observed in any of the three nations we visited.

While many children cannot find space in the ecole maternelle at the age of two, they can be enrolled by three. The figures for 1977 indicate just how extensive the coverage is: At six enrollment is compulsory; some 748,000 of all five year olds are enrolled, or 98.6 percent; there are 733,000 four year olds in the program or 96.2 percent; there are 582,000 three year olds or 79 percent and 170,000 two year olds or 27 percent.

Madame Suzanne Parlant, Director of the Ecole Maternelle for the Ministry of Education, was our guide during our entire visit to Paris. She explained that in the last five years these nursery schools had undergone substantial changes in educational philosophy influenced by the work of psychologist Jean Piaget on the way children learn. As a result, classrooms for very young children were far less structured than they had been in the past. The children were working more and more on their own and the teacher was responsible for providing assistance, guidance and monitoring the educational progress of the child.

The children attend school from 9 to 12 or 8:30 to 11:30 in the morning and in the afternoon, from 2 to 5 or 1:30 to 4:30. School is open four and one-half days with Wednesday off and Saturday morning classes. These hours, including the days of vacation, provide substantial child care problems for working women.

Wednesday, the traditional mid-week school break, is so serious a problem that a non-profit league has been formed that works in concert with the municipalities to provide recreational and educational opportunities for children. We visited areas where these programs were in the process of being formed. Early morning hours and after school hours are monitored by "guardians" who provide supervised recreation or baby-sitting, usually at the school building, and are paid by the municipalities. In schools where there are canteens, the children stay for lunch. In schools without canteens, they are picked up by relatives or by a nourrice who takes care of them after school as well.

There are several holiday and vacation time programs for school age children and their families that are operated by the Ministry of Health and the Ministry of Education.

There are "open air centers" to which children are taken by bus outside of Paris. These seemed to be similar to day camp programs and parents pay according to income. There are also month-long sleepaway programs called "colonie vacances maternelle" and "maison familiare" which provide farm-type vacations for the entire family.

French creches and ecoles maternelle are called "opened" or "closed." This does not refer to the educational philosophy of the school but to the relationship of the parents to the school building itself. The closed school is literally closed to parents. They pick up the child at the door and only take part in the school program when there is a holiday or birthday party or some special community event. The open school is one in which parents have easy entry, pick up their children inside the school. The term implies a greater participation by parents in the school program, but we did not really see evidence of this.

Additionally, the Child Care Seminar observed a school without walls in a middle class suburb of Paris which served the age group usually found in the ecole maternelle but had been extended to include the elementary school children. This program was housed in a completely new school and we were told most new ecoles maternelle in France were following this design. "Although we cannot easily institute this method of teaching (self-motivated) in the older buildings, we are changing over to this method wherever the school building permits," Madame Parlant told us. We also learned that special in-service programs to help teachers who had been trained in traditional education methods had been instituted.

In addition to the changes in educational approach that have taken place, there has been a significant reduction in class size due to the pressure of the French teachers union. Before 1970, it was not uncommon for fifty children or more to be assigned to one teacher. The ratio now is 35 to one, still considered too high by the teachers union. The reduction was brought about by a strike of the ecole maternelle teachers. The teachers called on parents to enroll every eligible child in the program. The lists were full when the strike came. M. Paul Faure, Chairperson of the National Union of Teachers, which represents 85 percent of the public and private school instructors, told the Seminar the union would continue to fight for class size reductions, higher educational requirements as well as better upkeep of existing plants and construction of new schools to better accommodate the new philosophy of education.

Interestingly enough the French teachers reject the idea of teaching aides in the classroom, contending these will lower the quality of instruction. The present assistants hired by the municipalities – only one is required, sometimes there are two – have no duties in connection with the children. They are solely required to keep the school clean, sew and provide general maintenance.

SOCIAL PROBLEMS

The Ministry of Education and the Ministry of Social Welfare both view the schools as a means to "integrate the immigrant child as rapidly as possible into the French culture."

Although the school authorities are increasingly aware that mothers in homes where French is a second language are often left behind, they have not yet developed programs to teach children their home language. Children of immigrants as well as children with other social problems are given priority to register in the creches as well as the ecoles maternelle. Homes where mothers have large families or are ill also receive priority.

Children in the ecole maternelle are regularly examined by medical personnel and have access to child psychologists as well as speech therapists and other clinicians during the school day. The parent may elect whether the child shall see the specialist in his or her office or in the school. Most parents, we were told, elect to fit the visits into the regular school day.

The French school system is increasingly integrating handicapped children into the regular school program. Seminar observers noted a severly retarded child in a five/six year old class painting alongside the other children. The class of 35 was supervised by only one instructor and the handicapped child was receiving a great deal of help and support from the other children working along side him.

POLITICS AND CHILD CARE

Child care is a powerful political issue in France. The CLUW delegation met with two trade unions* in addition to the teacher union. New child care policies were being proposed by the government during our visit to Paris and were being hotly debated.

There are 8,300,000 working women in France or 38 percent of the total active female population. They are continuing to enter the workforce despite increasing unemployment which is affecting all sectors of the workforce.

Before 1968 the percentage of women entering the workforce between the ages of 24 and 34 was not increasing. But now it has risen sharply from 63 percent in 1968 to 67 percent in 1976. In the age group of 25 to 29 it has been even more dramatic – from 52 percent in 1968 to 63 percent in 1976. Statistics also show that fewer women are interrupting their worklife to have children. The unionists told us that more than 50 percent of the women in the region of Paris were working – most of them underemployed.

The French government has no official policy to encourage the entry of women into the workforce but pressure from the unions has forced it to respond to the needs of working women by strengthening existing programs and devising new ones, particularly in the area of child care and family allowances.

Both men and women unionists with whom we met were anxious to promote equality for women on the job. They pointed out that although equal pay for equal work was the law, there would never be equal access to the labor market without a guaranteed space for children in the creches and educational system.

Cultural values in France have also mitigated against female equality, we were told. Women are still expected to do all the housework and cook as well as care for the children. The potential for sharing these family duties are far off in the future.

At the same time there are powerful economic pressures on women to work to meet the growing cost of consumer goods, transportation and housing.

As in the United States, families are increasingly leaving Paris (one estimate was 50,000 a year) for outlying communities. The new suburban communities not only isolate women from their familiar neighborhoods and stores, but require the family to purchase a house on credit, appliances and an automobile. A second income is needed to pay for these credit purchases. The development of suburban life in France seemed similar to the development of suburban life in the United States.

In addition to the economic pressures and the political pressures on the government, there have been increasing efforts by coalitions of parents, teachers and maternal care workers to organize lobbying groups to push for smaller classes in the ecoles maternelle, more community creche spaces and additional staff training for child care workers.

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*Force Ouvriere and CFTD

WHAT WE SAW

The CLUW Child Care Seminar visited homes in which nourrices cared for infants under the direction of the Creche Familiate as well as Creche Collective attached to the workplace in a pilot program operated for the children of parents working for the Ministry of Labor.

The group care centers were very well equipped with materials, toys and furniture and provided space both indoors and outdoors for activity by very young children. We asked whether this kind of facility was common in all creches and were told that there is a great variety of physical facilities – some in old houses and some in new centers, such as the ones we visited. Materials, supplies and staffing were the same since these were provided by the municipality but we would find great variety in the physical plant itself.

In one open creche in Paris adjoining an infant and maternal care station, there were many rooms decorated with bright colored textiles and painted in warm colors. In one room there were eight cribs with four infants in them and two staffs, both baby nurses. The creche served children from two months to two years.

The creche is moving away from same age groupings and like Sweden is encouraging sibling groupings. There was music being played on a record player, many toys on the floor for children of seven and eight months of age to examine and chew.

One could see the origins of the creche in the health care system. The rooms were immaculately clean and drops of blood, mud and normal childhood debris seemed to disappear as soon as they were sighted. The entire creche seemed to sparkle as did the ecole maternelle we visited, yet the children appeared to be having a good time and enjoying free use of the toys and craft materials.*

The director of this creche told us it cost $14.50 a day to maintain a child in a community creche. Parents pay up to $7.50 according to their income. The cost of community creches are shared 40 percent from the Ministry of Health, 40 percent from the parents or supplementary payments and 20 percent by the municipalities.

The ecole maternelle provide a more intensive educational program with many choices for children to select. Active play included dance movements and outdoor games. There was heavy emphasis on craft and art material as well as books, toys and musical instruments in every room regardless of the age group.

In one room where five and six year olds were preparing to make the transition to primary school, a male teacher stood in the middle of a large, packed classroom directing the very intensely involved children in well-planned activities. He called his method "learning through playing."

The children had selected weaving and textiles as an interest area. He told us: "One child will learn math by creating a jacquard pattern and weaving its design. Other children will paint designs for cloth, others are learning about the weaving techniques of primative people in Africa and the Americas. Together we have visited a textile factory and observed commercial weaving."

There has been a conscious de-emphasis on teaching reading and writing to children younger than five or six years of age. At that age the children develop a series of symbols for words such as a picture of a mouth for the word "eating." Eventually, we were told, the pictures were to become increasingly abstract until they were replaced by the word itself.

Most impressive was the art work and pottery made by the children in various ecoles maternelle. The CLUW Seminar's Child Care Specialist commented on the sophisticated quality of the form, color and style of the paintings of the very young children. We were first told: "Well, all Frenchmen are born painters." In further discussion we learned that the children themselves discuss and evaluate the paintings of their classmates and are encouraged to develop some standards of critical judgment.

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*In fact members of the group wistfully concluded that French children were either born cleaner or raised differently than their U.S. counterparts.

THE FRENCH MODEL

The French child care system is one of the best kept secrets in the world. It was not uncommon for the members of the group to be asked: "Why are you going to France?" before we left on the study trip.

Yet French parents have access to the child care system that provides the greatest number of spaces for the greatest number of children – even very young children.

The United States will have to observe the system very closely as it debates how our own system of child care will be organized.

The French provide universal admittance to their program by making it part of the school system. They also provide universal teacher training and standardization of program as well as materials.

It is clear the system has undergone substantial changes in directions in recent years. We used to call these ecoles maternelle "children's prisons," said one director. There was no such prison in the schools we observed.

Placing very young children in a school situation places stresses on both faculty and facilities that indicate they may best be served in schools specially built for this age group.

Linking the education of these young children to the infant and maternal care system is an essential element of the French system. And both the creches and schools have developed from a national family policy which the U.S. has yet to institute.

The increasing number of nourrices, both supervised and unsupervised, point a way that the United States might go if unplanned, but subsidized child care is permitted. We should take particular note of the statements made by workers in the system, that community care was preferable to supervised home care and that supervised home care was preferable to unsupervised home care.

We could also note from the French model that the French look on these nursery schools as opportunities for childhood education rather than institutional warehousing and as a result have a high level of acceptance in the general population.

Each morning, all over the United States, mothers and fathers wake up hoping their makeshift arrangements for child care will work. They pray that their child will stay well so he or she can go to school. They pray the babysitter will not catch the flu so that she can come to their home or receive their child in hers. They curse the snow . . . because that means school might be closed. They hope the recreation program will be adequately supervised to protect their child after school.

Some hang a key around a daughter's neck and tell her to come home "right after school – no messing around." They tell their sons to do his homework and not play in anyone's house without an adult present. Their child care arrangements are a combination of chance taking and breath holding. It takes its toll of the parent and the child.

Take a look at the young mothers next time you ride a bus early in the morning. They are up at five a.m. and traveling across town at six to take their sleepy child to a baby sitter's house. They reboard another bus, travel to their job and repeat the process at night. They are tired, their child is cranky and they are often short tempered with their babies. Their children become a cross to bear rather than a joy to savour.

This is the reality of child care in the United States. When President Nixon vetoed comprehensive child care legislation he raised the spectre of government bureaucracy undermining the American family. The American family they described, however, is a conservative myth. That family guided by traditional values with its members serving traditional roles is shattered by our experiences and statistics.

AMERICAN FAMILY FACTS

In the real American family, divorce leaves many children in single parent homes headed by women. Almost 40 percent of American marriages end in divorce. Only 44 percent of the wives with children are awarded child support and only 47 percent of these collect child support payments regularly.

The facts are that in the United States women have been entering the work force at an ever-increasing rate over the past 25 years. In 1975, 46 percent of all women age 16 and over were working, a 34 percent increase since 1950. Of more than one-half of all women in the "active" age group – 25-54 years – some 55 percent are working.

The facts: Some 7.2 million families are headed by women – more than one family in ten. These families are likely to be poor, their mother less well-educated, minority and urban.

More married women are entering the workforce each year and staying there, taking less and less time for child bearing and child raising. While the difference between the number of years a woman works and the number of years a man works is still significant, it is declining.

At the beginning of the century a woman had an average worklife expectancy of 6.3 years as opposed to men's worklife expectancy of 32.1 years. In 1950, woman could expect to work an average of 15.1 years and men 41.5 years. But by 1960 women's worklife expectancy had climbed to 20.1 years and men's had declined to 41.1 years. By 1970 women could expect to work an average of 22.0 years and men 40.1 years. Labor Department experts anticipate that this reduction in the gap between men's and women's working life will continue unless there is an upsurge in the unemployment rate.*

Almost 3/5 of all women workers – 58 percent – are married and living with their husbands. Married women who work note the family is dependent on them to provide private housing, independent transportation, appliances and other amenities which we call "the American way of life." Statistics indicate the woman's job may be the difference between working class respectability and poverty. The Women's Bureau notes that the financial contributions of working wives raise family income above the poverty income level or from low to middle income. When both parents were present in a family and both worked, only 4 percent had incomes below $5,000. But when the wife didn't work, 13 percent of these families earned less than $5,000.

There are three times more women with children under 18 presently working than there were in 1950. About 14.1 million mothers with children work and about 6.1 million of these had children under six years of age.

Five million American children live in homes headed by women, 1.1 million of these children are under the age of six. These are women who either must work to support their families or collect welfare benefits.

FAMILY POLICY

Pick up a newspaper in France or in Israel or in Sweden and you will find that "Family Policy" questions are being debated by the government. The Minister of Health and Social Welfare is announcing changes or additions in the Family Policy and these will cover a wide range of programs:

- It will definitely cover subsidies to provide an income floor for all families with children.
- It will definitely cover maternal and child health care.
- It will cover child care services and facilities.
- It may cover labor market policies as related to the family.
- It may cover housing.
- It may cover education and recreation.

We have visited countries that have a cohesive view of public services as they affect the family unit. These services do not undermine the family's traditional role as teacher of moral values, it makes it possible for parents to carry out that role.

These policies seem firmly rooted in the world as it really is. They take cognizance of the fact that it costs money to raise children, that parents work, that divorce occurs, that children get sick, that housing deteriorates and that education gets increasingly expensive.

OBSERVATIONS

This report has been entitled "A Commitment to Children" because the participants in this study have concluded that the child care programs in each of the nations we visited were primarily rooted in community concern for the physical, social and developmental needs of children. We also observed that these programs aim at strengthening family life by providing a measure of security and stability.

We believe a comprehensive child care program in the United States should also flow from a national policy on children and families that include a maternal and infant health plan; a basic standard of housing for families, a floor on family income and full employment.

The need for out-of-home care for children is related to two developments in all three countries. In each nation, as in the United States, there has been a significant increase in the number of working mothers with young children. Comprehensive child care legislation must provide for the needs of these workers and recognize the difference in school schedules and work schedules by supporting programs for after-school recreation, vacations and holidays.

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*The Earnings Gap Between Men and Women, U.S. Department of Labor Women's Bureau, 1976.

All three nations endorse the value of early childhood education. We believe all children should have access to pre-school education, not simply custodial care.

In each nation we visited, priority was given to working parents, single parents and to families of children with special needs, including handicapped children.

Ideally we endorse the concept of free and universal child care. We note that government payments in each nation underwrite at least the base cost for child care which may cover construction and maintenance of physical facilities and sometime teacher or other staff salaries. Where there is a fee, the parent pays only a portion of the cost of maintaining the child in care and that is based on a sliding scale formula determined by income and size of family.

In Israel, the sliding scale fees are based only on the income of the mother. We believe such a principle supports the right of women who want to work to do so. It does not dilute the financial value of the woman's job to her family.

In no country is proprietary care – day care for profit – encouraged or subsidized. We believe only non-profit providers should receive government support.

The special consideration given to physically and emotionally handicapped children in each country implies the need to provide more trained personnel to work with these children and in-service training for present staff.

We observed that programs in all countries are designed to respect the language, cultural and ethnic differences of diverse populations.

Child care programs are also open to all children regardless of economic status and an effort is made to locate facilities so as to minimize economic, racial and cultural segregation.

Parents in each of the countries prefer day care facilities located close to their homes rather than to their places of work and we believe priority should be given to providing care in neighborhoods.

Family day care homes in France and Sweden seem to be a political expedient to provide low-cost spaces to meet a high demand. As working women we are concerned that this care provides only baby-sitting services for the child and depends on the maintenance of a low-paid, poorly trained group of women workers. If family day care continues to be subsidized in this country it must be closely supervised and provide strict program and safety standards.

In each country the need for child care spaces has consistently exceeded the supply. All day care for pre-schoolers and after-school care for older children are powerful political issues. Working women through their unions are playing an active role in demanding improved facilities and more spaces. In Sweden all concerned citizens are discussing the idea of a shorter work day and the elimination of night shift work for parents so that there can be "more time for children."

The CLUW Child Care Seminar believes child care must become a priority issue in this nation soon. We have seen programs that work and we have seen what a national commitment to children can accomplish. Our nation has the resources and ingenuity to do the same.

Ms. JORDAN. As background, this report reflects the impressions of the participants in the child-care seminar of the Coalition of Labor Union Women which was conducted under a grant from the German Marshall Fund to the United States.

These 24 trained women who participated in this survey were selected by their unions—they were either national or local leaders—to visit Israel, France, and Sweden. These countries have very different kinds of child-care systems from our own and we went to see which programs in these countries and which methods of organization might best suit our own country.

We felt in a way we didn't want to reinvent the wheel. Of all the Western democracies, ours was the most backward in the area of child care.

The women who went on the seminar first engaged in intensive study here at home. They visited child-care facilities in their own communities, a variety of child-care facilities, including family day care homes, Head Start, private nonprofit church and trade union facilities.

I might say, in the Washington area, we visited the Hyman Blumberg Child Day Care Center and Kindergarten. I might also say that the Amalgamated Clothing & Textile Workers Union, in terms of the trade union movement, is the union that has done the most in this area. They are the largest single provider of nonprofit day care in the United States.

Admittedly, our interests at the outset were centered on the needs of working women, but the coalition became increasingly aware—and I would like to stress that in our testimony—that child-care needs are not the responsibility of one parent. That becomes very evident when you go to other countries.

In this country, we find younger parents are sharing the child-nurturing role, and older men, whether or not they anticipated such a role, are often frightened, upon the death of a wife or because of illness, divorce, or separation, to find that they have responsibility for a young child or children.

In fact, the day we returned from our trip, the director of community services of the Retail Clerks Union, one of the persons who went with us, received a phone call from a man whose wife had had a nervous breakdown, and he was faced with three children and nowhere in the city of Atlanta to do anything about it.

The Federal Government has a powerful concern here, too. Over half a million women are employed in the U.S. Postal Service, just as an example, most of that work taking place at night: mailclerks and handlers. These are members of the American Postal Workers Union, or other unions in that organization.

I would like you, Senator, if you would look at this issue, and as you do your fine work on this issue, to consider the question of night care. You won't have to go too far from the Capitol, on North Capitol Street, at night, to frequently see little children, ages 4 or 5, walking the streets waiting for their mothers to get out of the post office at night on certain shifts, or stopping by to say "hello" from the projects because there simply is no one who will take care of those children at night.

There is no help for them. This is a very serious issue that I would hope that the committee could give it some attention.

We drew certain conclusions, and I won't go into what we observed in each nation, except to say that in Israel, there is a great deal done by volunteers, for the main part, as an extension of that nation's pioneer spirit.

But although it is run and operated by volunteers, three ministries of the government contribute to its costs: The social welfare ministry for children who are from either deprived or large families; the Ministry of Labor, for working women, and the Ministry of Education, which takes care of children of kindergarten age or older.

Included in that is some after-school activity.

In France, the system is centralized through the Ministry of Education for children of age 2 and over. Every child in France has access to a school system as day care from the age of 2 and up. From the age of 2 and below, it is handled by the Ministry of Health, and that combined system provides the greatest coverage of day care in any country we observed.

In Sweden, to resolve the conflict between workers in welfare systems and child welfare, and workers in educational systems, and to erase the economic differences between children who attend day-care centers or child-care centers and those in the educational system, all those schools are now called pre-schools, serving all children below the age of 6 and are under one newly established administrative agency which is the Agency for the Administration of Child Welfare. This includes children's health, housing, and generally the well-being of children.

I will just read you the conclusions based on our observations and hope that the staff will be able to make use of the general report.

The Coalition of Labor Union Women Child-Care Seminar believes a comprehensive child-care program in the United States should flow from a national policy on children and families that includes a maternal and infant health plan, a basic standard of housing for families, a floor on family income, and full employment.

For those who do not believe that full employment is related to family health and to child care, I would suggest that we look at some of the statistics on child abuse and see what happens during periods of severe unemployment to children.

The need for out-of-home care for children is related to two developments in all three countries. In each nation, as in the United States, there has been a significant increase in the number of working mothers with young children. We believe comprehensive child-care legislation must provide for the needs of these workers and recognize the difference in school schedules and work schedules by supporting programs for afterschool recreation, vacations, and holidays.

We believe that the issue of child care is an issue of development and early childhood education and, therefore, we do not simply support babysitting child care for working parents.

In all countries, we observed special attention given to physically and emotionally handicapped children. Look at the Swedish program for outstanding care for handicapped children.

In no country is proprietary care—day care for profit—encouraged or subsidized, and we believe only nonprofit providers should receive Government support, and we support that very strongly. It is a very important issue to us.

We believe also that the special consideration given to physically and emotionally handicapped children in each country implies the need to provide more trained personnel to work with these children, and inservice training for present staff.

We noted that each country, not only our own, has problems with a variety of ethnic groups, racial groups, and cultural differences.

Each has imported workers or has had large immigrations of workers from diverse backgrounds. They have designed their programs to respect the differences of a diverse population.

Although many of us went on this trip supporting the concept of work-related day care, or day care at the place of business, we came to the conclusion that child care centers in the communities are probably what parents do prefer more, and we support that, although in the interim we hope there would be encouragement to unions and management to organize day-care programs.

Family day-care homes in France and Sweden seem to be a political expedient to provide low-cost spaces to meet a high demand. As working women, we are concerned that this day care provides only babysitting services for the child and depends on the maintenance of a low-paid, poorly trained group of women workers.

If family day care continues to be subsidized in this country, it must be closely supervised and provide strict program and safety standards.

But in the meantime, we would hope that we would turn away from family day care. We do not think this is an adequate form of day care for our children's care.

In each country, the need for child care spaces has consistently exceeded the supply. All-day care for preschoolers, and afterschool care for older children, are powerful political issues. In this country, working women, through their unions, are playing an active role in demanding improved facilities and more spaces.

In Sweden, all concerned citizens are discussing the idea of a shorter workday and the elimination of night shift work for parents so that there can be more time for children.

The CLUW child care seminar believes child care must become a priority issue in this Nation soon. We have seen programs that work, and we have seen what a national commitment to children can accomplish. Our Nation has the resources and ingenuity to do the same. Thank you.

Senator CRANSTON. Thank you very much. Mr. Yoas?

STATEMENT OF RUSSELL YOAS, DIRECTOR, HYMAN BLUMBERG DAY CARE CENTER AND KINDERGARTEN, ACCOMPANIED BY DONALD SHEARER, DIRECTOR, WINCHESTER DAY CARE CENTER, BALTIMORE REGIONAL JOINT BOARD, HEALTH AND WELFARE FUND, AMALGAMATED CLOTHING & TEXTILE WORKERS UNION, BALTIMORE, MD.

Mr. YOAS. Mr. Shearer and myself are pleased to have this opportunity to give our testimony on the progress the Baltimore Regional Joint Board, Health and Welfare Fund, Amalgamated Clothing and Textile Workers Union has made in the past 10 years in the field of day care.

A small child often stands as a very real, contemporary problem. This is our story of how the problem is being solved through cooperation between a concerned union and anxious manufacturers.

Who benefits?

The manufacturers and the workers; beyond any doubt. But most of all, the child.

The working mother is a fact of life in the United States today. The reasons for this are as numerous as the millions of mothers who work. And the working women are the vital key to the ongoing success of many industries.

Consider, for example, the clothing manufacturers. Here, women comprise a total of 80 to 85 percent of the employees. There can be no question that a woman's primary concern is for her children. In many cases, the very reason she is working is to provide them with better opportunities.

But her ability to work is usually controlled by the availability and cost of care for her children, particularly those of preschool age. When the mother cannot make arrangements for her child, she does not work. She loses by missing pay, and her employer loses by missing production.

The Baltimore Regional Joint Board, ACTWU, began to study the problem, and intensive research led us to the answer.

In many foreign countries, governments or industry provides child-care centers for the very reason of our problem. Finding the answer, however, was the first step. We were faced with the problem of making this answer, child day care, a reality.

And it is at this point that our story begins, the story of how the Baltimore Regional Joint Board of the Amalgamated Clothing and Textile Workers Union worked with the 70 manufacturers in our region to make child day care become a reality.

The problems of our working mother and the problems created by the working mother certainly are not new, nor are they unique to the ACTWU garment industry, although they are magnified here because of the high percentage of employees being female.

It was on these problems that Sam Nocella, manager of the Baltimore Regional Joint Board, ACTWU, focused his attention when on a trip through the garment manufacturing centers of Europe, he discovered that the very problems which were harassing the American manufacturers had been largely resolved in Europe through child day-care centers.

Under the enlightened leadership of Mr. Nocella, the Baltimore Regional Joint Board began formulating its own day-care program. The resulting plan was presented to the manufacturers, and their immediate, enthusiastic support of the program held the promise of not only the program's success, but also of the deeper humanitarian implications.

The 70 employers and manufacturers in the Baltimore Regional Joint Board five-State area agreed to contribute 2 percent of their gross payrolls to a special fund for the creation and operation of day-care centers and physical and eye examinations for union members.

The advantages offered to the manufacturers by this programs are many. The most apparent benefit is that it insures a stable, dependable work force. No longer would a mother be prevented from working because she was unable to arrange for the care of her child.

Because this joint union-management program is thus far unique to the Baltimore Regional Joint Board, ACTWU, it offers the manufacturers involved a stronger competitive position in employment. The provision of a service as basic, yet significant, as child care is bound to make their firms more attractive to the potential female employee. The manufacturer is not only solving his own problem; he is providing a vital aspect of a significant social need for his community.

Equally important are the advantages offered to the working mother by the child day-care program. Every parent has experienced a reluctance to leave a child in a less-than-perfect situation.

A working mother who is worried about the care and attention her child is or is not getting from a relative, friend, or neighbor is certainly not at her best. Above all, the child day-care program offers the mother peace of mind. For at the child-care center, the child is the only focus of interest. The two teachers, classroom supervisors, in every classroom have no other responsibility than the care and education of the children.

There are other people to take care of such things as cooking the meals, health care, and cleaning. The cost to the ACTWU mother is $15 per child per week. This is a fraction of the actual cost: $50 per week per child. Thus, as a union-management enterprise, the child day-care program formulated by the Baltimore Regional Joint Board offers an equitable solution to the problems of all parties concerned.

Aside from all the other benefits and advantages offered by our child day-care program, one premise stands out—the children come first.

Each center is staffed with specialists in the three vital areas of teaching, health care, and dietary planning and preparation. Having these distinct areas of responsibility insures that the child's best interests will not be compromised. A teacher, for example, can thus devote her entire attention to the classroom situation and not be distracted by having to fix meals or care for a child who is not feeling well.

Mr. SHEARER. I am Donald Shearer, director of the Winchester Day Care Center. At this time, I will cover some of the details of our 10-year history.

In those 10 years, a total of six modern facilities were built in three States—Maryland, Virginia, and Pennsylvania—to take care of preschoolers from 2 to 6 years of age, which includes kindergarten at all of our centers.

Construction cost: $5 million.

In those 10 years, the center's own kitchens and staff have served 1,200,000 breakfasts, 1,250,000 luncheons, and 2 million supplemental snacks.

The center's own clinics, permanent nurses, visiting pediatricians, have given thousands of preenrollment and periodic physical examinations and immunizations.

In all, a total of 1,232,717 days of care—one child per day equals one day-care day—have been provided.

Total cost of operations—this is separate from the building costs themselves—have been $12 million, approximately.

The centers have progressed from, initially—the first center was built in 1968—all tile-floored classrooms to ones that are now either half tile and half carpet, or all carpet. Classroom space has been increased from 500 square feet per room to 1,100 square feet.

A number of significant achievements have been attained by the overall program:

The Governor's Commission on the Status of Women in Virginia selected the Verona (Staunton) Center as a model for all other centers in the State to follow:

The U.S. Department of Agriculture has cited the centers for administrative excellence;

Dozens of newspapers, several of these from Europe, and magazines have featured the program;

Hundreds of business firms, other unions, et cetera, have written for information or visited the centers to see the program in operation; and

The first day-care union local charters in the country were granted the center employees by the Amalgamated Clothing and Textile Workers Union.

The individual centers are licensed for operation in the States where they are located. And at this time, they include Baltimore, Md.; Chambersburg, Hanover, and McConnellsburg, Pa.; and Verona and Winchester, Va.

Center directors are, individually, all from the field of education and hold master's degrees, or are currently completing those degrees.

The Amalgamated Clothing and Textile Workers Union also has built and operates a day-care center in Chicago for ACTWU members. Attendance at that center is free of charge for members' children.

The promise of child day care, both in theory and in reality, is as bright as any enterprise can be. But current efforts, however worth while, are clearly far from enough. We feel the only real answer is a massive Federal commitment to the provision of early childhood development and day care.

To meet American's need for a high-quality early childhood education and child-care programs, we call upon Congress to enact legislation that includes the following elements:

Achieve as rapidly as possible the goal of free, high-quality comprehensive early childhood education and child-care services for all children who need them. Since the program will necessarily require a period of time to get fully underway, gradually increased funds should be provided toward earliest achievement of this goal;

Coordination by the prime sponsor of a range of programs, including education, health, nutrition, counseling, and other necessary support services and child care in a variety of settings;

Insistence that all services must meet Federal requirements and standards;

Declare existing public and private nonprofit programs that meet Federal requirements eligible to receive funds;

Provision for effective parent involvement in these prorgams, since they are programs parents voluntarily choose;

Provide for training, retraining, and inservice training of professional and paraprofessional staff, and

Provide full protection of the job rights and employment conditions of workers in child-care programs.

We have recognized that our commitment to a better standard of living and higher quality of life extends beyond the workplace to other needs of workers and their families.

All of our efforts fill an important community need. But while the creativity and resourcefulness of our efforts may be commendable, they are not the entire answer, even under the best of circumstances.

We feel that the only answer to the broad problems of early childhood development and day care is a Federal commitment to the provision of such services, because individual efforts will always be too few, too costly, and/or too limited.

Thank you very much.

Senator CRANSTON. Thank you very, very much.

Ms. Carpenter?

STATEMENT OF PHOEBE CARPENTER, ADMINISTRATOR, COMMUNITY COORDINATED CHILD CARE FOR CENTRAL FLORIDA, INC., ORLANDO, FLORIDA

Ms. CARPENTER. It is with great pleasure that I accept this opportunity to testify today, for we have a child-care delivery system in Florida which could make it possible for every child who needs food and tender care outside his or her own home to receive it, and without massive public child-care programs, and in keeping with the parent's choice for his or her own child.

Cost is held to the "going rate" cost of child care for the general public, which makes the system popular so it gains support funding needed. The Florida purchase of service system helps people help themselves, giving tuition assistance to parents but with support services to the provider network, with quality standards required in the child-care centers available for choice.

I am administrator of Community Coordinated Child Care for Central Florida, Inc., and have been since its inception 8 years ago.

Our system is similar to all others in the State, but I shall describe only the central Florida program, as I am close to it and knowledgeable about it. I shall summarize here, but leave with you a detailed description in my full testimony.

Our program buys spaces each year at a firm dollar figure from many private providers. Community Coordinated Child Care (4C) does not operate directly any child care facilities.

Community Coordinated Child Care presently serves 3,000 children in two counties, with multiple sources of funds. Gross annual income of these families served is averaging $4,000 per year; the typical family is a mother and two preschool children; 92 percent are one-parent households and an increasing number of these are single-parent males; almost half are AFDC; slightly more than half are not current recipients of welfare, although eligible by income level; 59 percent are black, 2 percent Spanish, Indian, Vietnamese, or other; 39 percent are white.

There are three cycles, or systems, within our 4C program which compose the whole. First is the cycle of relationship between 4C and parents; second is the relationship with provider agencies; third is 4C's relationship with related agencies, the public, the community.

First, the system of relationship with parents:

Parents who need child care because they work full time need someone to care for that child 9 or 10 hours a day, 5 days a week, 52 weeks a year.

A single parent supporting two or more small children but earning minimum wage may give evidence of strain, preoccupation, or seeming lack of concern for the children, pressed as they are to provide just the basic necessities of living.

But they do care what happens to their children. We sometimes lose sight of the fact that the vast majority of parents are not child abusers. They are loving parents, frustrated because they cannot give their own children the care and daily influence they want to.

To help such parents is not to take their children miles from them to a public child-care center where we do for the children what we feel is best for them. To help those parents is to assist them purchase for their own children the care they want, from a provider who suits the parents philosophically.

Some parents wish their children cared for by a church-operated center. Some really do not. Some parents wish emphasis on academic development; some want more physical activity. Some need Spanish-speaking personnel; and, in Florida, lots of parents want swimming lessons as part of the curriculum. Some do not.

Though affluent parents make these choices, the poor are often robbed of the opportunity. Community Coordinated Child Care for Central Florida takes the position that child-care assistance must help low-income families do what they wish for their children, giving them information and freedom of choice. The resulting economic integration of welfare-oriented single parents into the mainstream of child-care customers has a profound effect on welfare families.

We have observed near miracles as young mothers move toward self-respect and self-support, and realize their own importance in the supervision of the care of their own children.

It is widely publicized that 4C can help parents pay their child-care bills. Parents who wish help visit a 4C counselor in any of 11 sector offices throughout the area.

The counselors are all degreed social workers. The "offices" are all donated desk space in community schools, child-care centers, churches, et cetera. The parent and counselor agree on need, eligibility, level of fee and subsidy.

The parent may choose any qualifying child-care center. The parent then receives a "payment card" from 4C certifying the amount of her fee and the amount for 4C payment.

Then the parent goes to the child-care center and enrolls the child as any other customer would. On the customary day at the center, this parent steps into line and pays his or her fee, as all the other customers do. Only the center director and the parent know the amount is less. Community Coordinating Child Care pays the difference to the center later, upon receipt of the child's attendance record.

The welfare client has become a valued customer, and is sought after by the center.

The second system, which creates Central Florida 4C, is the 4C relationship with the centers. When a service is needed in a community, churches, agencies, and individuals eager to make jobs, do good works, and generate income step forward to provide that service.

The quality will depend on the customers' requests and capability and willingness to pay for quality. With 4C tuition assistance, parents become good customers and good service becomes available. Community Coordinated Child Care's role in its second system, or cycle, of operation is to hasten and assist in the growth of the network of child care providers.

It is our position that using public tax dollars to compete with the existing providers in the private network by operating public centers for the funding-eligible parents divides the market and takes dollars from the private sector, both profit and nonprofit, to compete against themselves at their own work.

Now, 4C for Central Florida believes that such public competition with churches, community groups, and private for-profit providers generates considerable opposition to the use of public funds for child care, and that this is an opposition which must be recognized as valid.

We also find that better care can be purchased from the private providers, both profit and nonprofit, in that the full service the family receives in care of the child and association with the mainstream of other users of the service cannot be delivered otherwise; and this service is here purchased at considerably less cost than is experienced when unlimited public dollars are the sole income of a child-care program for poor children only. And 4C receives public dollars and uses them to buy care from the private network. This includes day-care centers, day-care homes; buys time on the swing and night shifts and for weekend workers.

In advance of listing a child-care center for the parents' choice, 4C must hold a subcontract with that center, to state the total dollars 4C may spend there in the current year, and the estimated number of children of various ages: Infant, preschool, school age, to be placed.

The contract also requires the provider to meet standards set by the Florida Department of Health and Rehabilitative Services for use of funds, as well as required licensing, health inspection, and so forth.

Then 4C pays to the center for each 4C child the amount per child week, which is paid by the full-fee paying customers at that center, less the amount the 4C parent agreed to pay.

But to help centers keep standards high, the 4C office supplies support services to the provider network, such as management of eligibility and payment, first-aid training, on-call emergency help, children's physicals, training courses in music, art, language arts, nutrition.

Also a fine toy library is available to all; also group insurance, job information, referral, and counsel for potential new child-care operators.

The third part, or cycle, of 4C is necessary to support the first two; and that is the system of relationships with the community.

The magnitude of child-care need is not readily visible to the local business community. Thousands of young parents may experience desperate years, and their children suffer neglect and deprivation, without being noticed at all by local government or business at large.

Then, when Federal funds become available for child-care programs, the local power structure opposes: Use of tax dollars to take over the children, provision of a service people ought to provide for themselves, rewarding divorce with welfare help, and similar other oppositions.

If they are given a chance to see firsthand the suffering of the young children and the struggles of the young parents—if they are informed of the numbers of bank tellers, waitresses, receptionists, hotel maids, and others they see every day who are silently tense about the safety and welfare of their children while they are at work because they are unable to pay for a respectable child-care service—these same community leaders are the first ones to be ready and able to organize the funds to make the service available.

The system works. Needy children get good child care, under the parents' control. Local government and United Way have financial involvement and must be satisfied that the delivery system is economical and is helping only those who need it and want it.

The chamber of commerce is pleased that Federal money does not supplant local business, but buys from it. State and Federal child-care standards are met because the central agency, 4C, makes it possible and is funded to do that. Though the largest source of funds is title XX, such a central agency can and does generate other funds for those children who cannot quality for title XX.

There is genuine local control. Every center is controlled by its board or owner, and its customers. The 4C program is controlled by its board and is responsible to all of its funding sources. And 4C does not control child-care providers. It coordinates, provides communication and assistance, linkage, and subcontracts to purchase from them.

Yes, 4C funds families but makes the payments directly to the providers. Children are not segregated according to funding source.

The number of children in the county, the State, and the Nation is nearly static. Dollar need can be measured. We should be about the business of helping families provide care for their children when they need and want that help, and about the business of bolstering and augmenting the child-care provider network to make available the service the families seek.

We should be creating the combined local, State, and National funds to make good care possible for every child.

Title XX has made it possible for a purchase of services system to help families reach self-sufficiency. Florida has developed a system of making service available economically by combining funds at the local level and keeping parental choice, local control, and necessary standards.

Let us refine the system and fund it to do the job, the whole job. Increase title XX. Add child-care funds to jobs bills and economic development bills.

Encourage communities to use community development and revenue-sharing funds for child care. Develop a national focal point for child-care information with guidance to State and local communities as to need and how to develop comprehensive integrated child-care programs at the local level, where it is possible to tailor them to meet the need in each different community.

The problem is not that we in this country do not wish children to receive good care. We all want the children to be cared for. The conflict comes on the question of who will care for the children, and how public funds shall be provided to deliver the service.

Certain realities must be admitted before such questions can be answered. Some important elements we feel are key to any program's success in assuring quality care and progress in moving families toward self-sufficiency and independence are:

1. Economic integration of children into the mainstream, no segregation by funding source;
2. Local and State financial involvement;
3. Existence of a private or public coordinating agency locally which supports but does not operate provider agencies;
4. Multiple sources of tuition funds coming together at the local level, not a single conduit of Federal child-care funding;
5. Purchase from any qualified provider, using each one's rate card and a fixed rate contract;
6. Parents' choices of qualifying centers;
7. Parents' participation in the cost; and
8. Payment direct to the provider in behalf of eligible children, not payments to parents.

Thank you again for the chance to talk to you about our positions and I will convey to you an open invitation to visit us in Florida any time. We would love to have you.

[The prepared statement of Ms. Carpenter and additional material follows:]

Testimony on

FEDERAL FUNDING AND CHILD CARE DELIVERY SYSTEMS

Presented to the

SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT

by

Phoebe Carpenter
COMMUNITY COORDINATED CHILD CARE FOR CENTRAL FLORIDA, INC.
816 Broadway, Orlando, Florida, 32803
phone 305/425-0509

February 8, 1978
Dirkson Senate Office Building
Washington, D.C.

It is with great pleasure that I accept this opportunity to testify today, for we have a child care delivery system in Florida which could make it possible for every child who needs food and tender care outside his/her own home to receive it, and without massive public child care programs, and with keeping the parent's choice for his/her own child. Cost is held to the "going rate" cost of child care for the general public, which makes the system popular so it gains support funding needed. The Florida purchase of service system helps people help themselves, giving tuition assistance to parents but with support services to the provider network with quality standards required in the child care centers available for choice.

I am Administrator of Community Coordinated Child Care for Central Florida, Inc., and have been since its inception eight years ago. Our system is similar to all others in the State, but I shall describe only the Central Florida program, as I am close to it and knowledgeable about it. I shall summarize here, but leave with you a detailed description in the Operations Manual of 4C for Central Florida, Inc.

4C buys spaces each year at a firm dollar figure from many private providers. 4C does not operate directly any child care facilities, but does handle all the procedures for eligible children and support services to the centers. The separate funding sources pay the local central agency, 4C, the cost of the purchased child care spaces, plus 12% for its central support services and administrative costs. The result is local control, parental choice, quality child care at reasonable rates. The largest part of the cost is shared 75% Federal Title XX, 12½% State, 12½% local donations. 4C for Central Florida was formed nearly 10 years ago by United Way and Orange County in order to multiply their money and provide more child care. Today 4C is still a private non-profit corporation with dues paid membership from over 1,000 interested local people. It is governed by an elected board which has representation from parents, agencies, civic leaders and government. The board meets monthly or more. It employs and supervises the staff of 4C.

4C presently serves 3,000 children in two counties, with multiple sources of funds. Gross annual income of these families served is averaging $4,000 per year. The typical family is a mother and two pre-school children. 92% are one parent households and an increasing number of these are single parent males. Almost half are AFDC; slightly more than half are not current recipients of welfare, although eligible by income level. 59% are black, 2% Spanish, Indian, Vietnamese or other, 39% are white.

There are three cycles, or systems, within our 4C program which compose the whole. First is the cycle of relationship between 4C and parents. Second is the relationship with provider agencies. Third is 4C's relationship with related agencies, the public, the community.

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First, the system of relationships with parents:

Parents who need child care because they work full time need someone to care for that child 9 or 10 hours a day, five days a week, 52 weeks a year. A single parent supporting two or more small children but earning minimum wage may give evidence of strain, pre-occupation or seeming lack of concern for the children, pressed as they are to provide just the basic necessities of living. But they do care what happens to their children. We sometimes lose sight of the fact that the vast majority of parents are not child abusers. They are loving parents, frustrated because they cannot give their own children the care and daily influence they want to do. To help such parents is not to take their children miles from them to a public child care center where we do for the children what we feel is best for them. To help those parents is to assist them purchase for their own children the care they want from a provider who suits the parents philosophically. Some parents wish their children cared for by a church operated center. Some really do not. Some parents wish emphasis on academic development, some want more physical activity. Some need Spanish speaking personnel; and, in Florida, many want swimming lessons as part of the curriculum. Some do not.

Though affluent parents make these choices, the poor are often robbed of the opportunity. 4C for Central Florida takes the position that child care assistance must help low income families do what they wish for their children, giving them information and freedom of choice. The resulting economic integration of welfare oriented single parents

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into the mainstream of child care customers has a profound effect on welfare families. We have observed near miracles as young mothers move toward self respect and self support, and realize their own importance in the supervision of the care of their own children.

It is widely publicized that 4C can help parents pay their child care bills. Parents who wish help visit a 4C Counselor in any of eleven sector offices throughout the area. The Counselors are all degreed social workers. The "offices" are all donated desk space in community schools, child care centers, churches, etc. The parent and counselor agree on need, eligibility, level of fee and subsidy. The parent may choose any qualifying child care center. The parent then receives a "payment card" from 4C certifying the amount of her fee and the amount for 4C payment. Then the parent goes to the child care center and enrolls the child as any other customer would. On the customary day at that center, this parent steps into line and pays his/her fee, as all the other customers do. Only the center director and the parent know the amount is less. 4C pays the difference to the center later, upon receipt of the child's attendance record. The welfare client has become a valued customer, and is sought after by the ceter. She is accepted by the center's other families and new relationships are established. If the 4C parent becomes unhappy with that center, she may leave and choose another upon a few hours notice, without losing her 4C assistance. The center is therefore sensitive to her wishes and she feels free to make suggestions and requests. Transportation is no problem for this delivery system, as each participant chooses a center convenient to make her own arrangement, sometimes with the help of the 4C counselor. After six months the parent must again consult with the 4C counselor to renew the assistance, or if the job changes.

or if there is a problem. The center may also visit the counselor if there is a problem. Otherwise the relationship for the care of the child remains between the parent and the caretaker, as it should.

The second system which creates Central Florida 4C is the 4C relationship with the centers. When a service is needed in a community, churches, agencies and individuals, eager to make jobs, do good works, and generate income, step forward to provide that service. The quality will depend on customers' requests and capability and willingness to pay for quality. With 4C tuition assistance parents become good customers and good service becomes available. 4C's role in its second system, or cycle, of operation is to hasten and assist in the growth of the network of child care providers. To use publicly collected money, either private donations or tax dollars, to compete with the existing providers in the private netowrk by operating public centers for the funding-eligible parents divides the market and takes dollars from the private sector, both profit and non-profit, to compete against themselves at their own work. 4C for Central Florida believes that such public competition with churches, community groups and private for profit providers generates considerable opposition to the use of public funds for child care, and that this is an opposition which must be recognized as valid. We also find that better care can be purchased from the private providers, both profit and non-profit, in that the full service the family receives in care of the child and association with the mainstream of other users of the service cannot be delivered otherwise; and this service is here purchased at considerable less cost than is experienced when unlimited public dollars are the sole

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income of a child care program for poor children only. 4C receives public dollars and uses them to buy care from the private network.

In advance of listing a child care center for the parents choice, 4C must hold a subcontract with that center, to state the total dollars 4C may spend there in the current year, and the estimated number of children of various ages: infant, pre-school, school age, to be placed. The contract also requires the provider meet standards set by the Florida Department of Health and Rehabilitative Services for use of funds, as well as required licensing, health inspection, etc. Negotiation of these contracts and assisting centers to meet standards is the responsibility of 4C.

Then 4C pays to the center for each 4C child the amount per child week which is paid by the full-fee paying customers at that center, less the amount the 4C parent agreed to pay. Invoice to 4C is the attendance sheet which shows attendance of the children for whom we pay. We record attendance, but pay on enrollment. 4C pays centers from its own revolving fund, and waits for the State's payment. This has been necessary in order to keep good business relationships with centers. The central office of 4C records each child's attendance, and with the help of an intricate computer program, bills the appropriate part of the cost to the appropriate donor for that child, according to the child's residence; and accounts for the local donor money and the State/Federal matching it has generated. Each child "belongs" to a donor in our accounting records: city, county, foundation, United Way; and use of the funds can be reported by child days provided - for whom, why, how much, where.

Payment to the center is a fixed rate system, based on the center's rate card. 4C trys to buy only 30% of the space in any center. But even if we purchase as much as 60% the center's need for the business of the fee-paying customers is good control of the rate charged. The open market purchase of the same care in that center controls the rate. 4C does not handle the center budget nor review line item costs. 4C evaluates the services rendered, and will cancel a contract quickly if standards are not met.

But to help centers keep standards high, the 4C office (funded with the 12% override administrative costs) supplies support service to the provider network. 4C has five departments: Accounting, Program Development, Education-Training, Child Health, and Funding Assistance. The Funding Assistance negotiates contracts for expenditure of all available funds, supervises the 4C Counselors and manages the entire effort of eligibility and payment agreements. Child Health offers the required first aid training to center staffs, on-call emergency help, screening health cards and arranges for physicals if needed. Education-Training offers a complete array of courses such as music, art, language arts, nutrition, management, bookkeeping, etc., in concert with the public schools adult education program. These courses for center personnel lead to a Child Development Associate credential, and are part of a local career ladder in child development which runs from the para-professional through doctoral program. Education also offers a fine Toy Library available to all, and is on call to consult with centers on use of space, curriculum, etc. Program Development works to acquaint the community with child care needs and the benefits of service. Accounting processes attendance sheets, contracts, eligibility papers, compiles the semi-monthly bill to the State and other sources for reimbursements, pays the centers and reports to the donors. Accounting also manages a large group insurance program open to all child care personnel. These and other services of 4C keep the network strong and help centers stay in position to attract both 4C paid and other customers.

The third part, or cycle, of 4C is necessary to support the first two, and that is the system of relationships with the community. The magnitude of child care need is not readily visible to the local business community. Thousands of young parents may experience desperate years and their children suffer neglect and deprivation, without being noticed at all by local government or business at large. Then, when federal funds become available for child care programs for these parents, the local power structure opposes federal day care, use of tax dollars to take over the children, provision of a service people ought to provide for themselves, rewarding divorce with welfare help and similar other oppositions. If they are given a chance to see first hand the suffering of the young children and the struggles of the young parents; if they are informed of the numbers of bank tellers, waitresses, receptionists, hotel maids and others they see every day who are silently tense about the safety and welfare of their children while they work because they are unable to pay for a respectable child care service, these same community leaders are the first ones to be ready and able to organize the funds to make the service available.

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4C's role in its community is to awaken and enlighten and inform, using hard data about the immediate area, "our town", providing personal first hand information to the local leaders.

Tours of child care centers are arranged by setting the schedule, borrowing busses, advertising the tours and inviting special guests. Now, in Central Florida, hundreds of citizens take the tours each year. Each tour will escort a group of twenty persons through four child care centers in one morning. The annual 4C Festival, in the shopping mall and in the downtown park, gives all child serving agencies and businesses an opportunity to demonstrate their services to the public. Neighborhood meetings, parent groups, civic groups, schools, government boards, ask to hear about child care. This generates the needed local matching money for Title XX, with understanding of the commitment to State and Federal sources, and also generates other scholarship funds for children not eligible for Title XX.

The system works. Needy children get good child care, under the parents' control. Local government and United Way have financial involvement and must be satisfied that the delivery system is economical and is helping only those who need it and want it. The Chamber of Commerce is pleased that Federal money does not supplant local business, but buys from it. State and Federal child care standard are met because the central agency, 4C, makes it possible and is funded to do that. Though the largest source of funds is Title XX,

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such a central agency can and does generate other funds for those children who cannot qualify for Title XX. CETA pays for its trainees children and provides some center staffing through 4C. Funds from local foundations and local government offer special short term scholarships for certain people and pay part of the central office costs for special services to the community at large. Business can provide child care for its employees who are not on Title XX, paying only one bill to 4C rather than becoming involved in operating their own child care center.

There is genuine local control. Every center is controlled by its board or owner, and its customers. The 4C program is controlled by its board and is responsible to all of its funding sources. 4C does not control child care providers. It coordinates, provides communication, and assistance, linkage and subcontracts to purchase from them. 4C funds families, but makes the payments directly to the providers. Children are not segregated according to funding source. The economic integration of welfare children into the provider network of centers and homes which serve the general public is of significant benefit in breaking the poverty cycle.

The number of children in the County, the State, and the Nation, is nearly static. Dollar need can be measured. We should be about the business of helping families provide care for their children when they need and want that help, and about the business of bolstering and augmenting the child care provider network to make available the service the families seek. We should be creating the combined local, State

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and National funds to make good care possible for every child.

Title XX has made it possible for a purchase of services system to help families reach self sufficiency. Florida has developed a system of making service available economically by combining funds at the local level and keeping parental choice, local control and necessary standards. Let's refine the system and fund it to do the whole job. Increase Title XX. Add child care funds to jobs bills and economic development bills. Encourage communities to use community development and revenue sharing funds for child care. Develop a national focal point for child care information with guidance to state and local communities as to need and how to develop comprehensive integrated child care programs at the local level, where it is possible to tailor them to meet the need in each different community.

The problem is not that we in this country do not wish children to receive good care. We all want all the children to be cared for. The conflict comes on the question of who will care for the children, and how public funds shall be provided to deliver the service. Certain realities must be admitted before such questions can be answered. Important elements which are key to any program's success in assuring quality care and progress in moving families toward self sufficiency and independence are:

1. economic integration of children into the mainstream, no segregation by funding source;
2. local and state financial involvement;
3. existence of a private or public coordinating agency locally which supports but does not operate provider agencies;

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4. multiple sources of tuition funds coming together at the local level, not a single conduit of federal child care funding
5. purchase from any qualified provider, using each one's rate card and a fixed rate contract
6. parents' choices of qualifying centers
7. parents' participation in the cost
8. payment direct to the provider in behalf of eligible children, not payments to parents.

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THE SYSTEMS WHICH ARE 4C

There are three systems which must function all at once to make an operation such as 4C for Central Florida, Inc., work smoothly.

They are:

A. System of 4C Involvement With Parents

This system includes notice to the public that assistance is available, receipt of applications of parents for child care funding assistance or information, determination of eligibility for one or another funding account, provision to parents of information about good child care, placement in center of parents' choice, payment to the center in behalf of that family and periodic redetermination of eligibility of parents for continued funding assistance.

B. System of 4C Involvement With Child Care Centers

This system includes notice to the community that contracts and 4C support services are available, visiting child care centers, receiving and approving applications to contract, evaluating centers and negotiating contracts with centers to receive funded families, responding to complaints and mediation of those complaints, providing support services to enable centers to compete to attract parents as well as meet requirements of the several funding sources. These support services include centrally provided health care assistance, social services, staff training, program enrichment and others.

C. System of Involvement With the Community

This system includes public education programs to acquaint the community with the need for child care and to create an understanding of what child care is. It involves grantsmanship, reporting to funding sources, needs assessment, negotiating contracts with local governing bodies for service to the area, negotiating contracts with funding sources for services to children of certain eligibility criteria, information and referral, community education about services available, and their cost.

Our way to provide child care is based on the 4C Premise and dedication to involvement of the entire community. It is a delivery of services without segregation of children or families because of their need for assistance.

To use buildings solely for children of low income is costly and non-productive. If low income parents are converted into fee paying customers by our assistance, services become available to meet the need at the individual service provider's expense for capital outlay and start-up costs. So, cost to the program is less for each child in this form of assistance than the per child cost of operating programs solely for needy children. This lower per child cost is an added benefit.

As changes are needed in this program, new systems being developed are studied in the light of their impact on the above commitments and the 4C Premise (following page).

4C PREMISE

The 4C organization operates upon these basic premises:

1. The child is the responsibility of the parents. Though the community has an interest in the development and education of each of its citizens, the small child is first the responsibility of its parents. Theirs is the privilege of making arrangements for that child's food, shelter, early learning patterns. It is they who must have the day to day relationship with the child; and in their absence due to employment, it is the parents who should make arrangements for the child's care, instructing the caretaker and having comment to make on a daily basis regarding the child's learning.

   Therefore, the parents should make arrangements for the child's care and be responsible for paying the cost of such care. When they are unable to meet the cost, a public fund, such as 4C, should pay the difference, paying directly to the caretaker the monthly amount agreed upon. This assumes that the caretaker chosen by the parents does qualify as to basic quality of the program, and that the parent is eligible for assistance according to his need.

2. Public funds should not be used to develop services in competition with private enterprise. Private business and competition between businesses to provide a better product and improve income is the keystone of the American economy.

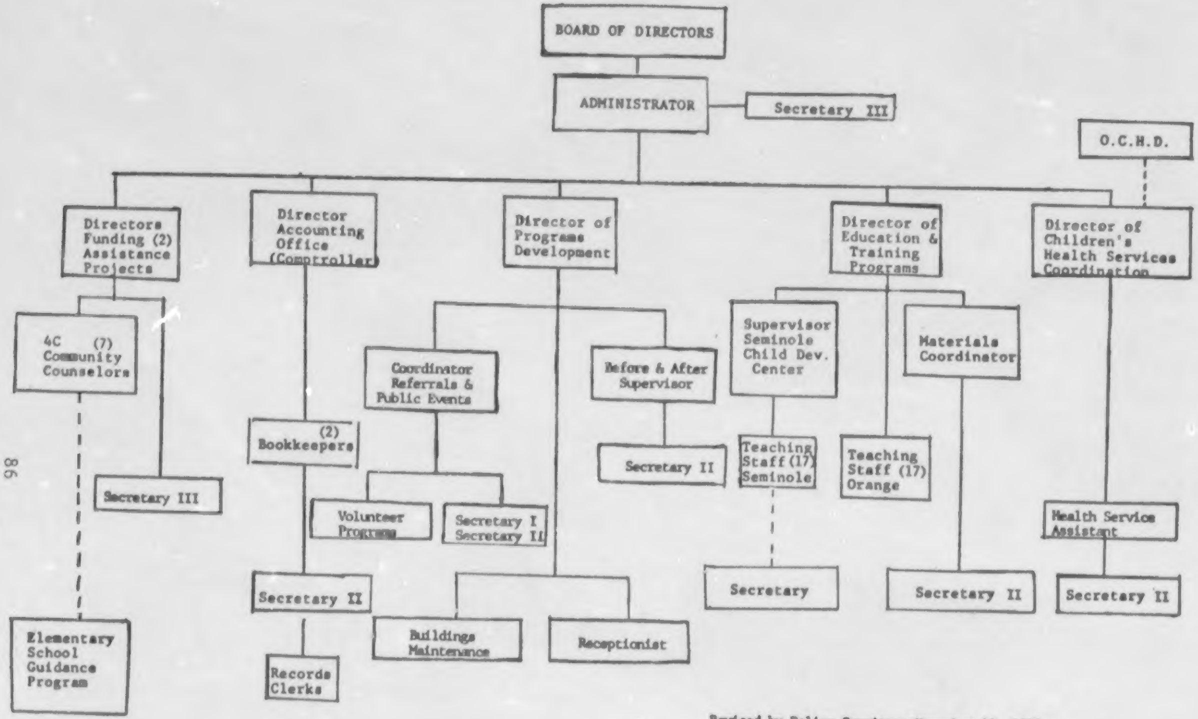
   There are numerous child care facilities, private businesses both profit and non-profit, already providing good quality care at reasonable prices in Central Florida. More are opening every week and still more are seeking consultation regarding opening. If parents are enabled through 4C to pay the published rate at any child care center of their choice, many centers will compete to get the business.

   The alternative to this procedure is publicly funded, publicly operated child care. But it is our belief that the government must not initiate businesses in competition with private operators who are doing the job well.

   Public funding for child care should be used not to operate centers, but to enable the parent to purchase her/his own child care.

COMMUNITY COORDINATED CHILD CARE FOR CENTRAL FLORIDA, INC.
1974

Revised Jan. 1976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Revised by Policy Committee November 12, 1976
Approved by the Board of Directors - November 30, 1976

COMPARISON OF THE CATEGORICAL GRANT CONCEPT AND THE PURCHASE OF SERVICES CONCEPT,

as it affects

PUBLIC OPERATION OF LOCAL CHILD CARE CENTERS OR PURCHASE OF CARE ON THE OPEN MARKET

and

THE THREAT TO CONTINUANCE OF THE MOTHER'S CHOICE OF CHILD CARE CENTER IF SHE RECEIVES PUBLIC ASSISTANCE

A POSITION PAPER

COMMUNITY COORDINATED CHILD CARE FOR CENTRAL FLORIDA, INC.
816 BROADWAY
ORLANDO, FLORIDA 32803

MAY 1976

Position paper regarding value of the child care operated directly by state or state's local agent as compared to utilization of public dollars to purchase child care on the open market.

A precis of the total script: (pp. 1 & 2 are summary of pp. 3 - 10)

1. Should the state operate centers or purchase space for eligible clients in qualifying centers on the open market?

   The purchase of care on the open market is less expensive than operating centers directly.
   The State should not assume the position of being the best and only provider of care for the low income child, lest it be accused of control of children.

2. Should child care be free for the welfare child?

   The working welfare mother should pay an appropriate fee, as part of her move toward self sufficiency and away from continued dependency on the welfare system.

3. Should public money be used to demonstrate the ideal, or to purchase adequate care for low income mothers in the same centers as the taxpayer's child?

   Historically child care operators have damaged their quality of service by accepting poor children at very low rates. Now they should charge realistic rates and the state should help the welfare mothers pay the new rates in the same centers. When a tax-paying, United Appeal donating child care operator who has given care to low income mothers for years is told he should now send the children away to be placed in a state center with "his" money he alerts the business community to tax dollars used in competition with private business and the total community climate suffers. Conversely, if the tax dollars are used to assist a welfare mother pay her fee in any center of her choice, the child care community will seek to improve their services because all low income mothers have become fee-paying customers.

4. Does the welfare family benefit from being in the mainstream, or does that child need special services because of his deprivation?

   Every mothers child need tender loving care, warm food, intellectual stimulation and all other services when deprived of his mother, regardless of her income.

   Also, welfare mothers who come into daily association with full-fee-paying mothers at the child care center move away from the welfare network faster.

5. What is a profit child care center?

Blind acceptance of the state's corporation tax rules for profit and non-profit businesses are meaningless and damaging to the purpose of the provision of child care for low income mothers.

If public money is used to purchase less than 30% of the space in any center the competition between centers to attract the fee-paying mothers shopping around will keep the rates acceptable.

Using Title XX Money, United Appeal, County, Private Foundation Grants, 4C for Central Florida has implemented a system of purchase of care based upon the understandings above.

*Mothers have a choice of centers.

*4C encourages competition between centers and offers training courses, toy library, consultation on use of space and program development for all centers to help them improve. Their improvement brings them more paying business.

*Free tours of child care centers give center operators and the general public opportunity to know more about child care.

*The Children's Festival displays to the community the wealth of children's services available in that community, another successful development of public awareness.

*Welfare mothers, and former welfare mothers, take their place with all other working mothers in assuming responsibility for the care of their children, becoming particular and demanding of the kind of care they wish for their children.

*It is a realistic goal to wish to give assistance to all eligible families, in order that no child will any longer be left alone or in "bootleg" child care through his formative years. The climate for public support in this community has brought us to more than half of that goal, and will continue as long as the procedures for use of public funds make this system possible.

*Presentation of this paper is an effort to develop solutions to the administrative prohibition of continuance in our pattern. We foresee being forced to operate our own "welfare" child care centers unless substantial changes are allowed in Florida's legal and fiscal contracting procedures. (See page 11)

A position paper regarding value of child care operated directly by the state or the state's agent, as compared to utilization of public dollars to purchase child care on the open market.

There has developed a schism in those who manage federal funds for child care between those who would use public funds as grants to program providers and those who would use public funds to assist individual families in their purchase of the service they need and for which they are eligible.

This difference manifests itself in a number of ways, some of which are built into the legal and fiscal procedures for state administration of the funds. Following are some of the manifestations of the difference between the grants attitude and the purchase attitude and resultant effects on the delivery of care.

1. Should administrators of the public funds operate centers for eligible children, or should the administrator purchase space for eligible clients in qualifying centers on the open market?

   If there is a genuine desire to provide the service to all children in need of it and eligible for it, a mechanism must be devised which can cope with those numbers. This brings us nearly to a duplication of the public school system and its magnitude, or else brings us to the position of utilizing the open market and underwriting the low income parents' ability to pay.
   In Orange and Seminole Counties, to provide free child care for all children of working parents would cost $37,000,000.
   To provide care for the same children, expecting the parents to bear the cost but assisting the low income parents, will cost $5,000,000.
   Without further study, these figures persuade us that we must continue to develop a system to assist the low income parents utilize the open market.

   It seems unrealistic to expect the public funds to operate a system of the size necessary to provide for all the eligible children in separate, publicly operated centers. At best we may care for 15 or 20% of these eligible children in centers operated by a single management.

   It seems also untenable to assume that the state should equip itself to be the best and only provider of day care for the low income mother. The question then is whether the public funds should be used to provide the service, which includes an element of control over the children, or whether the public funds should be used to purchase the service, which involves the state in improving the quality of the entire child care community.

2. Should child care be free for the welfare child?

   Certainly there are some families who are so destitute that the service must be given them free. But if the goal is to aid working parents toward self sufficiency they are better aided in that direction by being assisted to face the responsibilities daily faced by the general public, and that includes paying the appropriate part of their own child care costs.
   Therefore, those currently on welfare and also working should be

charged a small part of their income for child care, just as those who are eligible by low income are charged. All mothers should take their place in the group at each child care center weekly and pay their fee, just as those parents who pay their full costs must do. In this way they become a real part of the working parents group, not a separated, dependent welfare family. Categorization according to recipiency for purposes of assessing fees damages the very essense of the program's original purpose.
(If the original purpose really is to reach self sufficiency. If the purpose is to create a mechanism by which the state cares for all the children then the entire structure must be examined differently.)

3. Should the publicly operated child care center be developed as a demonstration of how child care should be performed, or should public money be used to purchase space in any center who can provide the service of acceptable quality?

It is simpler administratively to operate three or four "ideal" centers and announce that the rest of the public may look in and see how it should be done. This segregates the welfare child, limits the number who might have been serviced to the number who can be accomodated in the public center, creates large transportation problems, large public relations problems and perpetuates the welfare syndrome (see part 4).

If all available public money is used to provide care in a few segregated centers the competition between the public system and the private community grows. When a center is approached by a mother who then finds she cannot afford their service, instead of applying to the local administering agency for assistance for her, they are to turn her away, thus losing business to the public agency instead of benefitting from the service to the community. Church groups, community boards, "mom and pop" centers and other proprietary centers are all tax paying, United Appeal supporting citizens. They are the donors most aware of the public funds for child care in their community. When programs fully funded by the state compete with them by draining away their business and by implying continuing criticism of their methods of operation, they are very effective in alerting the community that public funding for child care is a bad thing.
On the other hand, when public funds are used to purchase care in the center of the mothers' choice, the entire child care community can join together to develop a network of services of very high quality. The private (church, profit, community or home) center who receives an applicant for service who cannot pay does not lose that business but simply is able to get public assistance for that client which makes her into a paying customer. The client benefits, for she has service from the center of her first choice. The center benefits, for it has gained a "fee paying" (combined fee of client and assistance) customer. The other parents who purchase care from the center benefit, because the center makes a greater effort to qualify to receive the welfare customer. The community benefits because the client is enabled toward self sufficiency, becomes a part of the mainstream.
And the administrator for Title XX gains, because more children can be served, in a larger geographic area without transportation costs to the agency, and the child care community is supportive of the entire effort instead of trying to end it.

4. Does the welfare client benefit from being in the mainstream, or do welfare children need special services designed only for them?

Any child or any mother who is deprived of that mother is in need of special service, regardless of the mother's income. Child care is a special service, whether for poor or rich children. Every child needs the same daily service, including tender care, rest, food, intellectual stimulation, etc. regardless of income. The welfare client's child is not the only one who needs these special services.

When good child care is purchased on the open market, the family is no longer labled "welfare" and doomed to continuance of that syndrome. Just acceptance into the group of customers in an ordinary center is the first step, and association with them daily in coming and going with children builds a new life for the client mother.

Another important factor is the parent's choice of the care for their children. The single most effective tool a parent can use to effect change they desire in the child care center is withdrawal of their child and move to a center which suits them. Care of the child should not be limited to a single agency because they are low income for welfare related. The assistance of such parents to utilize centers of their choice should be used as a tool to help them learn better how to care for their own children, and to help them to self support.

Some mothers want their children in a church center. Some do not.

Some mothers wish their children to play outdoors most of the time.

Some wish them to be indoors most of the time. Some wish them to learn colors and numbers very early, some do not. If these are responsibilities for parents rather than the state, then within the parameters of minimum requirements for safety, sanitation, staffing, etc. and the upper limits created by cost, a parent must have the right to choose.

Recently at a re-determination interview a 4C Counselor found that the mother had lost her job and now wished time to seek employment. She has three small children in one child care center and an additional older child. After husband's income was verified by phone and redetermination papers drawn with fee set the mother said, "you will remember that my five year old has heart trouble. Now her doctor thinks she won't make it in first grade without special tutoring. I have visited several centers and the _____ center has a teacher who can help her. May I keep my two little girls where they are, and transfer the five year old to the other center, and still keep my 4C help?" Answer, "Yes. Both centers are approved by 4C, and there is space where you request it." Papers were drawn up to enroll the older child in the different center, with the transfer to be implemented the coming Monday.

If that mother were a full fee-paying affluent family she would have made the same kinds of decisions for her children. Because of 4C procedure, this low income mother has the same responsibilities toward her children.

5. What is a "for profit" center?

The rules in Florida, and other states, for non-profit corporations do not deal in large part with the amount of profit nor the procedure for gain. These rules have to do with the structure of the organization, responsibilities of its board, and its purpose and intent.

In the matters of child care, there are good and bad non-profit operations, good and bad public operations, and good and bad for-profit operations. In the best child care operations in Orange County there are included the following:

a. one center is owned by a husband and wife who operate the center in the downstairs and outdoors of a large home, and live upstairs. They are both qualified in early childhood education, and employ an appropriate number of staff to assist them with 50 children. The owners exist on net profit only, drawing less from the center as profit than would be paid to them as normal directors salaries. Because they are listed as a profit center they are ineligible for food service and other benefits.

b. a larger center is operated by a downtown church. They are listed as a non-profit operation and enjoy the U.S.D.A. special food program for the children. Children who use the center are children of affluent working families in the neighborhood; about 10% are members of that church. Rates at the center are higher than the limit for purchase with Title XX funds in Florida, and the church realizes an excess income for each child in an amount which makes it possible for the church to support its mortgage and several other programs. But this is a legally non-profit center.

c. a small center in rural Orange County was opened by a woman in her home. Very low income herself, she wished to serve others around her. Operating for a year without incorporating, and therefore ineligible for the food service, she was not able to continue financially until she divested herself of ownership of the center, incorporated in as non-profit by establishing a community board, and placed herself as paid director. The center has exactly the same customers at exactly the same rates as before incorporation, but enjoys using the U.S.D.A. food service now. Rates at this center are higher than in example d.

d. a group of local businessmen, attracted by the national publicity about day care, opened four centers for 100 children each. The investors provided funds for land, building, initial costs for operating and staff and developed a program and facility which is exemplary throughout the nation. They were programmed to receive 50 cents per child per week profit after the first year. Because of escalating minimum wage, escalating fire safety requirements, they have never realized the profit expected and are selling the corporation to a national owner. Fiscal officers in this corporation have extensive data regarding cost of program and the breaking point in rates at which affluent families will not purchase care but will employ full time household assistance.

What is profit? If there were a genuine inventory of the amount of excess income over program expenses and an acceptable rate of excess established beyond which public money could not pay, then application of such concern might be useful. But blind acceptance of the corporation rules for profit and non-profit business are meaningless and damaging to the purpose of the provision of child care for low income mothers.

> Better care can be purchased from "profit" centers at less cost in many situations than can be provided publicly or purchased from "non-profit" operators.

Comparative costs are facts understood by working mothers who purchase their own child care at full fee. If public money is used to purchase less than 30% of the space in any center the competition between centers and the fee-paying mothers shopping around will keep the rate acceptable.

Demonstration of the fact that purchase of care on the open market does work to the benefit of the child, the welfare family, the community, and the other children in child care, can be seen in the operation of 4C for Central Florida.

Begun in 1971 at the instigation of United Appeal and Orange County, this program originally funded fully nine centers where 100% of their customers were Title IV-A eligible. After two years it became evident that the 4C must choose to consolidate operation of these centers into one board and one employment and purchasing mechanism, or withdraw from the day to day operation of the centers and develop a purchase agent relationship with the separate center boards and corporations. At that point in time other counties were opting to consolidate, but 4C opted to withdraw and separate the duties of the central agency from the responsibilities of the center with the following results:

*Mother's Choice of Centers

Today 4C chooses, whenever possible, to buy no more than 30% of the space in any center. This creates a healthy competition between centers to attract the "4C mother" because they know these fees will be paid by 4C. Centers feel they have a very real service to offer welfare mothers and are eager to have them, and they also know the welfare mother represents good income for them. They work to combine in their center customers who can pay the full cost and welfare mothers whose costs are paid by 4C and this gives them the capability of charging whatever fee is necessary to provide the service they wish to provide. Formerly, many centers accepted the low income mother at a cut rate because they wished not to turn her away, but thereby decreased their income to the point at which they could not provide adequate service for any of their children. Now every child who comes through the door represents the full amount needed for that child. Thus, a center participant in the program can depend on its income meeting its program needs.

*Centers improve to compete, and 4C helps them improve.

When all customers for child care are enabled to pay, centers can turn their attention to improvement of their programs. They become eager to train their staff and improve their facilities. They are helped to this awaremess by 4C and by their competition to get business. For this reason 4C offers a complete training program, which now has 17 different eight-weeks courses at the para-professional level. The Adult Vocational Education program of Orange County Schools and the Seminole Community College pay for the program, and it is free to participating child care centers personnel. 4C insists that centers utilize it. Centers employees receive training in child development, art for young children, music, language, arts, Spanish, science, health, first aid, sanitation, bookkeeping for centers and personnel management. These courses are now being taken further as the 4C Educational Coordinator has now been named a representative of the National Child Development Associate Consortium, with the capability of certifying those trainees who can qualify for a C.D.A. certificate which is transferrable to any state. This all works together to upgrade the entire child care service including to the eligible child. Is it not much more valuable to the community to develop such training programs on a community wide basis for all child care centers than to limit them to 15 or 20% of the children who are eligible for Title XX. (It is possible to identify the funds for such programs from several sources and to meet all regulations for use of funds).

A part of the training program is a toy library where educational toys, projectors, films, cameras, screens and information are made available for parents programs, centers' use, parents individual use, etc.

*Tours of centers acquaint the public with child care

Another effort to involve the total community is an annual series of tours of child care centers. In 1976 approximately 320 persons each took a guided tour of three child care centers, 15 centers were toured. Many of these persons are child care employees, learning how work is done in other facilities. Many are parents and the general public, some are public officials. This creates a climate in which child care is scrutinized, is accepted, is challenged and is understood. The public sees differences between centers and asks questions.

*Children's Festivals identify and promote the many services available.

A similar effort is the annual Children's Festival. In Orange and Seminole Counties 4C sponsors outdoor festivals in which every agency who provides a service for children under eight years old is invited to provide a booth at which small children may enjoy an activity (finger painting, bean bag toss, carousel, pony ride) and also provide information to parents. These are very well received, and serve to inform the public of the large number of centers and supporting services which are available to them, which they support, and of which they should be proud. Understanding and publicity thus generated does not damage 4C efforts later to generate funding for the program.

*Child Care is expensive; a problem for all working mothers.

Four years of effort to educate and involve the community, most especially including all child care centers and all child service agencies of every kind, has now developed a broad understanding of the need for child care and the fact that many parents cannot pay the cost. There is a better acceptance of the fact that care costs money, more than the public might have realized, and that there are many parents who would like to be self supporting and cannot unless they get some help with their child care costs. Approximately 5,500 such families live in Orange and Seminole Counties. There is now a climate in the community which would make it possible to develop a program to assist them (needed is a total of $5,000,000.). A move to operate a dozen 4C child care centers in which all of the public money would be spent would be seen as in competition with all the other centers, and would remove all public support in about three months. City and County officials are now encouraged by 4C, by welfare mothers, by the child care community, the churches, and the public at large, to support the cost of child care in order that these working mothers may become part of the mainstream. This kind of public relations cannot be developed in a "grants concept" framework. Headstart, now eleven years old, still serves 500 children and still remains suspect to some of the public. It, like Title XX child care facilities in some counties, is still a single operation, closed to outsiders, funded well enough for just itself, operating in duplication of some other agencies services, operating only for "its own" and closed to outsiders.

4C has worked to develop the concept of assisting families to purchase their own child care, while working also to increase the quality of child care available for them to purchase. It has been successful. If the procedures for contracting with centers are simplified, the procedure here could be expanded to provide good child care for all children by assisting only those who cannot pay their own way.

No small child should be left alone at home during the working hours. No school child should be deprived of an education in order to care for a younger sibling. This still happens here. As long as it does we have a public obligation to purchase child care for the needy family, and an obligation to see that the community, both public and private profit and non profit can together make the service available.

The task is far too great for any agency to assume that it should care for all the children. But procedures can be refined to make it possible to serve all the children who need it by taking advantage of the many services available, in a planned network of children's services. We will have to have respect for each other. We must learn to work together and utilize all agencies. In a community as large and varied as Central Florida a central child care agency which assumes to provide directly the care for all eligible children is limiting itself immediately to giving care to only a small percentage of those in need. It is denying itself that public support which it must have to continue being funded in future years. It makes itself subject to complaints of controlling the children or taking children away from welfare mothers. It lays itself open to criticism from local government and local private funding agencies of using public funds in competition with private business. This is not necessary. What is being done by this 4C should be allowed to continue.

The danger lies in the fiscal and legal procedures and rules. All that 4C has developed is fully within the federal regulations for all funds used. 4C has several sources of funding, and uses each to complement the other. It is much to be hoped that procedures for Title XX contracting will continue to allow purchase of service rather than grants and funding operation of programs.

In a separate paper we have outlined some important factors in the procedure for utilization of funds which should be considered.

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Outline of problem areas in procedures for contracting and sub-contractin Title XX funds in Florida.

1. The total contract between the State and the local central agency must be the sum of the sub-contracts plus central costs. Each subcontract is written for a specific number of children at a specific dollar total based on the rate at that center. Though fees charged the parent must be included as part of the cost of care and must be deducted from reimbursement payment, they are not considered in the contract and the contract is drawn as if the central agency is to pay the total cost in all cases. The contract is not designed to accommodate "phase-in" time of newly added sub-contracting centers nor new programs. The words of the contract assume all children start in care at that center on the first day and all receive free care.

2. Fees are paid by the parent to the centers according to the prescribed fee chart and then subtracted from reimbursement to the center. In Central Florida 1976 fees are running 15% of the total cost of care, a significant reduction of the contracted cost. This should make it possible to care for more children, but cannot, because the sub-contract specifically states the numbers of children and center of purchase.

3. The total program is then penalized for underutilization of federal funds. Evaluation of utilization is based upon net reimbursement, though the contract is originally projects spending at the full cost without regard for fees. As no realistic projection of utilization was possible at the beginning of the year, using the present contract forms, this results in the local program being penalized for charging fees. It seems more realistic to take the reverse position, that purchasing good care at less net cost should result in the capability of serving more children not losing the contract.

4. There is required 90 days minimum to amend the contract or any subcontract. If there is great need for more care in one sector of the program area and money unspent in another sector, the urgent need to transfer empty spaces in the same central contract quickly seems obvious in order to effectively utilize the dollars originally encumbered. The present 90 days of negotiation for transfer of space makes it impossible to utilize the encumbered dollars or provide effective service to the number of children who might have been served and for whom we have generated the local matching funds. Worse, we are now notified that because of the cumbersome administrative procedures for amending contracts all will be prohibited from adding sub-contracts during the year, and limited in the number of sub-contracts.

Suggestion:

Without changing any of the present procedures for accounting, placement, approval of centers or fiscal procedures, the entire process could be viewed as a voucher system. If 4C were employed by the State to be the child care provider and use a voucher system with eligible parents the entire program could work effectively and without any change other than elimination of the restrictive sub-contract requirements. The payment card we now present to mothers who have been determined eligible by 4C Counselors can be called a voucher. In our present system she is urged to visit several approved centers, then present the payment card to the center of her choice. The center's attendance report to us on the children for whom we pay could be viewed as an invoice. After checking the dates and certification of the children that center shows in attendance, 4C pays to the center the agreed upon rate, less the agreed upon parent's fees. A voucher system is legal under Title XX regulations, so long as the centers have prior approval from the central agency. Under the law a voucher system is permitted and no sub-contracts are necessary so long as the centers from which care is purchased have prior certification and a central office provides support service. It is the negotiation and approval of sub-contracts which is taking days and weeks of valuable staff time unecessarily at both local and state levels, resulting in a situation which makes effective and full utilization of encumbered funds quite impossible.

Senator Cranston. Thank you very much. I appreciate very much your helpfulness.

I do have some questions for each of you.

Ms. Jordan, what is the role of the Federal or National Government in setting standards for child-care programs in the countries you visited?

Ms. Jordan. It was interesting. In Sweden where I anticipated a great centralized bureaucracy, the day-care—and, in fact, all social welfare services—are very much decentralized in the community.

What happens is that the National Health and Welfare Board issues certain very broad standards dealing with space, ratio of children to staff, certain health standards.

The community, the municipality determines exactly how many spaces will be built. They then apply to the central agency for funding. A certain amount of kroner are given for each child space funded.

It was a very different kind of society; and you will note in the report that it took us a while—we came from a situation, we were used to saying, "Who supervises you?" And "Who rides herd on the standards?" At first, we thought they were evading our questions.

There is a very strong cooperative spirit, and it is apparently incumbent upon the municipal authorities to enforce the standards.

We visited a wide variety of programs in many different kinds of communities and found them essentially the same, although built in very different kinds of buildings.

In France, the standards are enforced in two ways. Family day-care homes, which are substantial in France—there are two kinds of homes.

There are those that are operated by the municipality in a neighborhood creche, as they are called. Those are monitored by a regular team of nurses, social workers, and administrators who visit these homes regularly. I mean, every month these homes are visited on a drop-in basis. They use the facilities of a central community toy library and have constant access to pediatricians and other people.

There are licensed homes where the parent is simply listed as not having a police record and being free of tuberculosis, and those are very poorly managed.

Israel has no family day-care homes, and their standards are maintained by the voluntary agency which supervises that particular day-care center. That is a very different kind of system.

I would say the Swedish system probably would relate most directly to our own.

Senator Cranston. The countries you have discussed are all considerably smaller than ours. Do you think that there are parts of their programs that would be better followed here at the State or local level, rather than on the national level?

Ms. Jordan. We talked about that quite a bit.

We did feel that there were examples of decentralization that could very well be used here.

We already have in existence a great variety of day-care programs that are operating. They would be bolstered immensely by Federal standards.

Last year, the State of South Carolina has, for the first time in its history, brought day-care programs under fire, safety, and general health standards, which is primary, it seems to me. The reason is that, until then, so many of these centers were operated in church basements and so forth, and many funded groups refused to let State inspectors come into the day-care centers to observe them.

I am glad to say that has ended now.

I would think we would benefit greatly from Federal standards.

Senator CRANSTON. Would you be able to put your finger on any principal reason why these countries have comprehensive child-care support and we don't?

Ms. JORDAN. I think they care about their children. I think these are countries that have suffered war.

Interestingly enough, when we started in Sweden, we were stung by a statement from a schoolteacher, who said to us, "Oh, you have so many children in America and we have so few. To us, each child is a treasure."

You can imagine what we felt at that point, thinking, "Oh, my God, what does she think our children are to us?"

We think that some kind of comprehensive day care and an infant-maternal health plan is essential. We haven't even made that first step. That is why our infant mortality rate is so high.

The kind of basic housing, the kind of simple observation that people have troubles—they need help in raising their children—that it is not the individual duty of one family to raise its children; they are a resource for the entire Nation.

Senator CRANSTON. Do you think maybe it is not that we don't care as much for our children but perhaps that here things are so big as to be unmanageable?

Ms. JORDAN. We are able to mount much support for national defense systems and a space program.

Senator CRANSTON. I agree in terms of funds, but a space effort and a military effort are much easier to organize. There we have the money, and we either order it or we don't.

Where you need a lot of voluntary participation and have different governmental jurisdictions to deal with, it is really different.

Ms. JORDAN. We have a country in which we feel pretty secure about buying, say, things from scales that are not really inspected by Federal inspectors at all. We have a national weights and measures system that is standardized by the Federal Government, with intensive training of State inspectors and a lot of back and forth communication.

That, to me, is a much more extensive thing than making sure every child is well cared for. If we can do that, we can certainly care for our children.

Senator CRANSTON. Are there effective programs for night care in the countries you visited?

Ms. JORDAN. In Sweden, what they seemed to be doing was eliminating night care shifts for the parents through union negotiations. There are programs, however, for both sick children and for children of parents who are forced to work the night shift, in Sweden, you call your community agency—not a welfare agency, it serves all people of all income levels—they have a roster of trained nurses—called baby nurses—who come to your home on a subsidized basis so your fee is very small. They are always available.

France does not seem to have a night-care program. In Israel, as a result of the Yom Kippur war, they have more and more dealt with this. All the hospitals in Israel are set up to receive children at a moment's notice, particularly of the medical personnel. They do some night care now.

Overall, there was not a great deal that had been done on night-care agencies.

Senator CRANSTON. Thank you very much. That is very, very interesting.

Ms. Carpenter, one of the most disturbing aspects of the current child-care programs funded under title XX of the Social Security Act, as well as the child-care services made available for persons participating in CETA programs, is that they often operate so that once a person moves off welfare or out of a training program and joins the regular unsubsidized work force, he or she becomes ineligible for child-care services under these programs or is charged fees beyond his or her somewhat increased means, thus making working economically undesirable or at least far less desirable.

I understand that your agency operates in such a way that you are able to continue the subsidy in decreasing amounts as long as the parents need it. Do you feel that provisions for such a sliding scale would be desirable in Federal legislation?

Ms. CARPENTER. Yes, sir.

I don't mean to give the impression that we solved that problem completely, but it is the frustration on that point that caused us to create a separate scale. I think that title XX is in the right direction on that. I would rather that the amount of the fee be set at the State level, but certainly I see the necessity to have a fee slide from zero to the full cost of care at a center, as compared to an income of zero to the full capability of payment for care.

Again, the State will have to determine where that is.

Senator CRANSTON. What have you found to be the primary obstacles in operating a voucher system for child-care services?

Ms. CARPENTER. We have not tried operating a voucher system directly, but it has been our feeling it is necessary to make the payment to the center rather than to the parent and to have a contract with the center in advance to make them a part of the network for choice. Otherwise, you abandon any—I don't want to say "control," but I do mean control—over the quality of care you are providing with the funds. It is the only linkage to securing standards of care from private centers.

A voucher system? I am not entirely opposed to that; but I would much prefer what I think of as tuition assistance programs instead.

Part of our effort is to provide information to the parents on what to look for in child-care settings and things they might choose to do with their own children. All of this is a continuing effort.

We still would stay away from the outright voucher because of the enrichment of quality standards we feel necessary.

Senator CRANSTON. Can a parent use the 4C funds to purchase family day care or in-home care?

Ms. CARPENTER. Yes, sir.

We have a problem of licensing in that regard, and there are several situations that need to be straightened up. A family day-care home, isolated, has problems. As part of a group, those can be resolved.

Senator CRANSTON. One of the witnesses in the first panel voiced strong opposition to a voucher approach because of the inability of parents to make informed choices.

How would you respond to that criticism?

Ms. CARPENTER. I disagree with that concept. I have great confidence in the American people. If you arm parents with capability financially, they become discerning customers of child-care services.

Senator CRANSTON. Thank you very much. Mr. Yoas and Mr. Shearer, I have just a few questions for either of you or both of you.

Are you able to get a high level of parent involvement in your programs?

Mr. YOAS. Yes.

Senator CRANSTON. What form does that take?

Mr. YOAS. Parental involvement comes through in conferences and providing educational services to the parents in the evening. There is a parental conference in the morning; in the afternoon pickup time as well. We also provide brochures and educational pieces we have picked up in training, and so forth, to give the parents.

Senator CRANSTON. Are you planning to expand your program?

Mr. YOAS. I would say there are plans on the drawing board. Right at the present time, we have just finished the Winchester Center. It has been in operation for a year. There is nothing concrete now, but there is always the future.

Senator CRANSTON. Are there any major obstacles you face in expanding the program?

Mr. SHEARER. We are finding that our funding source, at this time, is, as we stated, an employer-union negotiated situation where they pay 2 percent of their gross hourly payroll into a fund. In terms of our funding, it fluctuates with the economy.

The clothing industry becomes depressed quickly and that can cause us problems as far as the amount of funding we have.

Senator CRANSTON. We have heard reports that quite a number of onsite child-care centers are closing down.

Do you believe that this is happening and if so, why is it happening?

Mr. SHEARER. I really don't know if I have an answer to that. Most of our centers are not, per se, on the jobsite. They are located near or within easy access of the particular clothing factories that we service, within several miles, in some cases, within several blocks; but none are actually at the worksite.

Mr. YOAS. I have found that to be correct. I have talked to directors related to straight industrial on-site day care. It boils down to finances. When times are tough and the profits go down, day care becomes less of a goal for an on-site industrial day care.

Inflation also affects the centers. For instance, just the cost of buildings and supplies, educational materials, have been greatly affected.

What you are saying is correct, but I think it boils down to the word "commitment."

Senator CRANSTON. Do you have any recommendations as to any Federal legislation that would help in terms of maintaining on-site child care centers?

Mr. YOAS. I don't, at the present time.

Senator CRANSTON. That concludes the questions I have. That concludes the hearing as well.

I thank all of you.

We will have another hearing on the subject of child-care and child-development programs the evening of February 20, at 6 o'clock, in this room, when the administration will testify as to their plans and thoughts.

Thank you very much.

[Whereupon, at 11:45 a.m., the subcommittee recessed, to reconvene Monday, February 20, 1978, at 6 p.m.]

CHILD CARE AND CHILD DEVELOPMENT PROGRAMS, 1977-78

MONDAY, FEBRUARY 20, 1978

U.S. SENATE,
SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT
OF THE COMMITTEE ON HUMAN RESOURCES,
Washington, D.C.

The subcommittee met, pursuant to notice, at 6:20 p.m. in room 4232, Dirksen Senate Office Building, Senator Alan Cranston (chairman of the subcommittee) presiding.

Present: Senators Cranston and Hayakawa.

Senator CRANSTON. The hearing will please come to order.

I am delighted so many of you are present for this evening session. I am sorry we are a bit late in starting, but under the Senate rules we had to wait until the Senate recessed. I flew in from California today to be on time at 6 o'clock and then we couldn't start at that moment because the Senate was still in session.

This hearing marks the fourth in a series conducted by the Subcommittee on Child and Human Development on the subject of child care and child development programs. The purpose of these hearings has been to solicit the comments and suggestions of parents, child care providers, and individuals and organizations interested in the welfare of children on the development of Federal legislation in the area of child care.

Numerous witnesses have testified at these hearings about the tremendous need for additional child care services to provide for the millions of children of working parents who are unable to find or afford adequate child care. The valuable information and suggestions provided by the many interested individuals and organizations should be extremely helpful in our efforts to develop a comprehensive approach to assist in meeting the needs of millions of parents who need public financial assistance in order to be able to provide adequate child care for their children, but who do not now receive such assistance.

Just a month before he was elected President, Jimmy Carter told the National Women's Agenda Conference in Chevy Chase, Md., that he was—

> committed to join in developing a comprehensive child care program which will help fund State and local programs and provide subsidies or scaled fees for employed mothers from low and moderate income families.

The President further observed that—

> Adequate child care services are just as essential to the children of mothers who work, as food, shelter and clothing.

Tonight, Arabella Martinez, Assistant Secretary for Human Development Services in HEW, accompanied by Blandina Cardenas, Commissioner of the Administration for Children, Youth, and Families, will share with us the views and concerns of the administration in the area of child care. Secretary Califano has advised me that the administration is not yet prepared to discuss specific legislative initiatives in this area, but I look forward to working closely and constructively with the administration as we move forward in meeting President Carter's commitment to join in the development of a comprehensive child care program.

Senator Hayakawa, do you have any remarks at the outset?

Senator HAYAKAWA. No; I don't.

Senator CRANSTON. Then we will proceed with our first witness.

Arabella, it is a great pleasure to see you here once again and to welcome you. The same to you, Blandina. I am delighted to see you both here.

STATEMENT OF HON. ARABELLA MARTINEZ, ASSISTANT SECRETARY FOR HUMAN DEVELOPMENT SERVICES, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, ACCOMPANIED BY DR. BLANDINA CARDENAS, COMMISSIONER, ADMINISTRATION FOR CHILDREN, YOUTH, AND FAMILIES

Ms. MARTINEZ. Thank you very much.

Mr. Chairman, members of the subcommittee, my name is Arabella Martinez. I am the Assistant Secretary for Human Development Services in the Department of Health, Education, and Welfare. With me is Dr. Blandina Cardenas, Commissioner of the Administration for Children, Youth, and Families.

I am particularly pleased to participate in these hearings because of my own deep personal interest in our Nation's children. I believe the opportunity provided by these hearings for policymakers and professionals alike—including parents—to reopen the national debate about our children and the arrangements we are making for their care is a very important one.

I would like to use my appearance before you to do three things. First, I want to touch briefly on the broader societal context in which we are considering child care; second, I will set out for the subcommittee some of the basic facts about child care arrangements presently available for children, and the extent to which there are public funds available to support them; and third, I would like to give the subcommittee a quick overview of what research in these areas tells us about children and their needs. I do want to state at the outset that while I recognize that the needs are great and our knowledge about them still too limited, I approach this subject with a basic optimism that at least there is much that we do know, much already at hand that suggests what should be done.

First, the context. The picture I am about to sketch is by now a familiar one, and I won't belabor it, but it provides a setting in which the facts must be considered. Ours is a complex society, a rapidly changing society in which fundamental changes are a daily occurrence.

Increasing numbers of women are joining the work force while growing numbers of men are taking a greater role in child care responsibilities. The number of children being raised in single-parent households is growing dramatically, while older patterns of family life that included grandparents and other relatives seem to be declining for large segments of our population.

Although ours is a rich society in which children are generally healthier and better educated than ever before, millions of children continue to be raised in conditions of poverty that leave them without even their most basic needs adequately met. Discrimination, unemployment and low income continue to dictate the future of far too many of our children.

But the children of more economically secure families are not immune from the stresses of modern life. As the dread diseases of the past have been conquered, physicians tell us that more and more their professional practice is made up of parents and children whose problems are more social and developmental than physical. It is a phenomenon that pediatrician Robert Haggerty calls "the new morbidity."

That is not to say that stress and change are new; they are not. Fifty or 100 years ago families faced the strains produced by leaving one country to seek a new life in another, or the terrible stress of early death and frequent disability. What is new is that we are better able to record the changes, to observe the effects these changes have on children and to learn from professional disciplines how the development of children is affected. With the more rapid dissemination of information, we are all more aware of the needs of children whose plight might have gone unnoticed before.

Whatever the changes in our society, one thing remains the same: parents everywhere continue to rear their children for the worlds in which they find themselves; they continue to hope, they continue to want what they believe to be good for their children. Whatever their differing styles of life and childbearing perceptions, they want basically the same things: adequate food, decent housing, stable income, and the possibility of a secure future. Those desires have not changed.

Recognizing the importance of families has led thoughtful people everywhere to become more aware of the need to insure that families will get the support they need. Individuals like the President and Vice President, Secretary Califano, and the members of this subcommittee, have joined in a common cause with parents and professionals across the country to focus on families and on ways in which public policies can better help them achieve the things they desire for their children.

It has caused all of us to reexamine the many kinds of supports society affords, whether in the form of jobs, or education, particular health and social services, a healthier environment, or the many forms of income assistance. And, it has led us to consider how stress and deprivation may be prevented and alleviated. Most importantly, we are being asked to take care to see that public policies do not somehow inadvertently add to the strains that families feel.

And to turn to the subject immediately at hand, we are asking in new ways, old questions about how America's children are being cared for. We no longer assume that all children everywhere are somehow being taken care of; we are no longer satisfied to simply know that some arrangement is being made. Today we are asking harder questions about the quality of care that is provided, the ways in which unmet needs should be addressed, and the degree to which early childhood experiences affect a child's growth and development.

Through it all we are struggling with the difficult question of responsibility: the role of parents, of private agencies, of religious and other public institutions, of communities, of State and Federal governmental units. We are trying to discover what the delicate balance might be between providing services that fill the gaps in what families can provide, and supporting families in their childbearing roles. That is perhaps the most troublesome question of all, and may be the hardest for us to sort out.

At the very least, however, we all recognize that to plan wisely we must have facts. We need to know where the children are, what their parents want for them, what is happening to them, and what people from this country's wide diversity of racial, ethnic, and differing cultural backgrounds think should be happening to the lives of their children. It is perhaps our most profound and most complicated task.

That brings me to the second thing I want to address, for at least we do know something about where our children are and how they are being cared for.

Let me turn to some of the HEW studies for a few minutes and tell you a little bit about what we have learned. By far, the largest number of children are being cared for at home, many of them very well. But, they include an estimated 1,200,000 children who are suffering from abuse or neglect. Another 350,000 children are being raised in a foster care system of uneven quality. Most foster parents are fine and dedicated people, but many foster care children could be back at home with their biological families, or freed for adoption so they could become part of new families.

Your work in this area, Mr. Chairman, in developing legislation to provide adoption subsidies and then in sponsoring and championing our efforts for reform of the foster care system is an important step in developing the necessary services.

We know from statistics compiled by the Department of Labor in March of 1977, that over 6 million of the women in the work force had children under the age of 6. Almost 29 million working women had children under the age of 18. Even for these children, care is mostly provided in their own home, or by relatives or babysitters in another home. These relatives may or may not be paid. Babysitters may or may not be licensed as family day care providers by their State. If licensed, their homes might have been inspected for health and safety standads. They might be required to provide a minimum number of activities and a schedule for the children in order to receive a license, but they might not have trained staff. You will notice that I have consistently said "might": Licensing standards vary greatly from State to State.

The next largest group of children being cared for by someone other than their mothers or relatives are in privately operated day care. Currently, there are 18,300 licensed day care centers, each of which provides care for 13 or more children and provides no less than 25 hours a week of care for 9 months of the year. Of this 18,000 approximately two-fifths are private and operated on a for-profit basis.

These centers are licensed by the States in which they are located, but their staffs may or may not have had specific training in child development or early childhood education programs. The remaining three-fifths of licensed day care centers are operated on a not-for-profit basis, and may be run by a church or local community organizations. Among them, about 4 percent are those Head Start programs that offer enough hours of care each week to qualify as day care centers.

Because so much attention is focused on day care centers, it comes as a surprise to many to learn that only about one-fourth of all the children being cared for by someone other than their mothers are in day care centers, nursery schools, cooperative schools, or any other group program. Put another way, of all the dollars American parents are spending on child care, only about 25 percent goes to care for children in group programs.

When we look closely at this group we find that only 30 percent of the children cared for by someone other than their mothers are in programs funded by the Federal, State, and local governments. The Federal Government may be the single largest purchaser of day care in the country, but the actual numbers of children involved remain small: 250,000 children are in federally funded day care programs, another 45,000 children are in federally funded full-day Head Start centers.

Translated into dollars, we find that in one way or another, the Federal Government spent about $2.5 billion for the support of child care in fiscal year 1977. About $750 million of that total was attributed to an income tax credit for child care, and about $1.6 billion was for expenditures by Federal agencies.

Within HEW, about $1.4 billion can be identified: approximately $800 million was for day care purchased for low-income children under title XX, about $475 million went for Head Start programs of which $82 million is for full day care, and the remainder was the estimated value of the disregard allowed for child care expenses by welfare recipients who also work.

Without making judgments as to whether the care provided is good or bad, we can say that there are more than 1 million children of working mothers currently in licensed day care centers, Head Start programs, and licensed family day care arrangements, and nearly 6 million children of working mothers are in the care of unlicensed persons, or are taking care of themselves. An estimated 2 million children take care of themselves after school until their mothers return home from work. I do want to underscore the notion that the labels we use to identify the different kinds of care—words like "licensed" or "unlicensed," and even expressions like "taking care of themselves" or "day care centers"—are only labels. They do not tell us how those children fare, or anything about the quality of care that they receive. That is what I wish to turn to next.

While there is a wide range of opinion among professionals, researchers, and parents as to what constitutes good child care and what children need, there is a basic agreement that there should be a variety of child care options. We know that what suits one child or one parent may not meet the needs of another. We know that the needs of an infant are not the same as those of an older child, and that what may be the appropriate size of group, level of planned activities, or behavior by the child care worker for very young children, may prove inappropriate for children of another age. And we also know from surveys of parents themselves that their preferences differ.

Even if cost were not a consideration and parents could have the child care arrangements of their choice, some would still prefer to have a babysitter or a relative come into their own homes, while others would prefer to have their children in an organized day care center with planned activities and the stimulation of other children. And, when cost is taken into account, other factors, like convenience, often dictate a parent's choice.

A theoretically perfect child care program may be ruled out by a parent if it opens too late for the parent to get to work on time, or if it is located an hour's drive across town. For individual parents, not having available the kind of child care arrangements they prefer constitutes a gap; who should fill the gap and on what terms is a question to which there is no simple answer.

Similarly, assessing the quality of care is a difficult task. I feel strongly that whatever arrangements parents wish to make for themselves, public support carries with it an obligation to be concerned with the quality of care provided and to look to the developmental needs of children. And in this area as well, we do know something. We know that the preschool years can be of critical importance: personal feelings about self-worth may be permanently set; attitudes about authority and sharing with others are formed; and self-confidence in the presence of others can all be critically affected by early experience. Since for many youngsters, more of their weekday waking hours are spent in child care arrangements than with their families, the quality of that experience becomes extremely important.

Happily, we know a great deal about what young children need. Research in these areas has grown rapidly in recent decades, and has built upon a solid body of earlier work about the development of personality and personal relationships. While there continue to be legitimate professional and parental differences of opinion as to how best to implement the principles upon which the experts agree and differences of opinion as to which principles to emphasize more or less, there is a body of information upon which there is broad agreement.

Stated simply, we know that young children need a safe and healthy environment; freedom from anxiety, excess fear and stress, and the likelihood of pain; the affection and attention of adults who are known to the children and who care about them; an atmosphere in which children develop feelings of trust in others, and confidence in themselves.

Beyond those very fundamental considerations, research is able to tell us a little more. We know that children profit from the association of adults who enjoy being with them—which may mean adults who are not themselves so overwhelmed and frustrated that they are not able to respond to children's needs. How the important adults in our children's lives treat them affects the ability to learn as well as the ability to develop good relationships with other people.

Play is important to children. It can help them develop skills, learn how to solve problems, give them experience in sharing and dealing with others, and introduce them to such diverse worlds as the worlds of fantasy and fact.

Children need to know what is happening, to have some confidence that there is a basic rationality to the worlds they find themselves in.

Children need to talk to people, to have the company of others and to learn basic notions of right and wrong without the fear of humiliation. Children need to express their feelings about themselves and others, but in ways that are not harmful to anyone.

We also know something from the opposite side of the coin. We know that deprivation of various kinds—of affection, of food, of health care, of a healthy environment—may produce the opposite results. Children whose basic needs are not met may be found to have poorly developed language and problem-solving skills, lack of self-confidence, have difficulty in getting along with other people, and face difficulties in developing the kinds of personality traits that would afford them a better chance for secure and stable adulthood.

Child care arrangements are not the answer to how all of these traits are developed or avoided, and they are not the answer to all of our national child development goals. But children are being cared for by people other than their biological parents, they are spending significant amounts of time in private and public arrangements that include private and proprietary day care, family day care, nursery schools, Head Start programs, schools, and a host of other situations.

Our choice is not whether to keep all our children home with their mothers until they are 6 or 18. That has never been a real choice. The choice we face is whether for those hours that children do spend time away from home, particularly when there is some public support involved, children will be assured of the developmental and other services we know can help them.

If I may take this just two short steps further, I would like to share with you the preliminary findings of two recent bodies of information: One on the care provided in day care centers, and the other on our experience in the Head Start program.

The preliminary findings of a 4-year national day care study of 3,000 center-based programs for preschool children will soon be available. From it we are developing a profile of the kind of care available nationally, and State by State. The study attempted to assess the impact of such variables as staff/child ratios, group size, and staff qualifications on the development of children and on the cost of care. Among the things we found are a few more basic facts: small groups work best; specialization by staff—not necessarily through formal training—in child-related fields makes a difference; costs are not necessarily affected by group size, but are affected by staff/child ratios, by the amount of education on the part of those providing care, and by the length of time the staff has worked in the center.

The implications of the study for our regulatory efforts in the years ahead should be significant because we believe that we will be able to identify easily understood and measured factors, and be better able to monitor the kinds of care that children in center-based situations receive.

In the more than a decade that Head Start programs have been in operation, we have learned about some of the more noteworthy gains experienced by children afforded the opportunity of Head Start:

School readiness and achievement is enhanced for the children that have been in Head Start programs; Head Start children perform better in basic cognitive development and the development of language skills; Head Start is found to improve the socialization of young children; because of the health, nutrition, and related components of Head Start, the children in these programs are less likely to be absent, anemic, and in generally poor health than their counterparts.

Perhaps even more significant is what Head Start has meant to the parents and communities of the children. Because of the high degree of parent involvement in the program the parents themselves have profited: in their parenting skills, in their expectations for the children, in the ways they deal with their children. And because of that parental involvement, the communities they live in have had to become more responsive to low-income children and their families. That is no small achievement.

I have chosen to emphasize what we know about the development of young children, not because I believe that only professionals can rear children, or that research provides the answers to everything we do, but because I am very conscious of how often we hear that we cannot act until we have the evidence.

To a much larger degree than many recognize, I believe we do have the evidence. Not to make all of the decisions we will want to make in the years ahead, not to specify the details of exactly what does or does not work but to move in the right directions.

We will never have a neat equation which spells out how many parts of professional training or units of affection, to how many staff, to how large a nutrition component will equal optimal child care. Child care involves children, and their needs are as individual as their particular personalities and the circumstances of their families' lives.

It is not for us to dictate to families or communities precisely what we might think is best for them. But we do know, with some assurance and the wealth of scholarly and practical research that has been contributed by many thoughtful, caring individuals over the years, what children need in the most basic terms, and what harms children—in equally basic terms. At the very least, we should build on what we know to be good, and do our best to avoid what we know to be harmful.

Ultimately, I find myself agreeing in large measure with the sentiment expressed by Dr. Kenneth Keniston, who directed the Carnegie Council on Children, when he said:

> The call for "more research" is a common academic reaction to conflicts in the area of child and family policy. This book, Child Care in the Family, clearly implies that research is only a necessary beginning. In the end, a better society for children requires not just more knowledge, but a commitment to change.

Mr. Chairman, I welcome the opportunity to appear before you, to work with you in the months ahead. From my own work with community groups and poor people I know the importance of the efforts of this subcommittee over the years, and the opportunity it has provided for some of the most far-reaching examinations into the role of public policy in the lives of children. I hope that the hearing this evening will mark only the beginning of a long and searching discussion of this very sensitive and important subject. I am very pleased by the leadership that this subcommittee once again is showing in this area, and I look forward to joining you in this important undertaking.

We will, of course, be pleased to respond to any question you may have.

Senator CRANSTON. Thank you very much, Arabella, for your very excellent and positive testimony which we appreciate greatly.

I want to digress for one moment. I hate to see people standing up, particularly when you took the trouble to come for the evening. You shouldn't have to stand. We do have some more chairs up here. Why can't we get those down and maybe get a few out of that other room?

Much of what you said, Arabella, touches on issues that I have been greatly concerned about, that the committee has been wrestling with, and that others have been distressed about or concerned about for a long time.

I am particularly pleased with your statement about what we do know concerning the problems surrounding child care and child development. It is easy to avoid dealing with complex problems by seeking to defer action until all the data and evidence are compiled and analyzed. Yet, we do know today, as you so succinctly state, much about the needs of children and their families, and, generally, I think we know what has to be done to meet those needs.

We do know the overall directions on which we must move even though we may not know precisely how to achieve those goals. What is needed now is the kind of commitment and hard work that is necessary to develop appropriate support in the country for sound programs.

I look forward to working with you and your staff in the months ahead on all of this as we have so cooperatively worked together on adoption, foster care, and child abuse legislation. I agree completely with your characterization of the issues involved in the child care area as profound and complicated.

There are a couple of points I would like to explore with you. I intentionally began this series of hearings last November in the field so as to provide parents and child care workers—people who normally don't testify before congressional committees—an opportunity to speak directly to the subcommittee about the very real problems they face in finding adequate child care.

As these parents described to me the long waiting lists for admission to subsidized child care programs—for example, over 1,500 children on the waiting list for admission to the Children's Centers in San Francisco—the question I have repeatedly asked is: What has happened to these children who are on waiting lists? Who is taking care of them? What quality of care are they receiving?

Some of the answers I have received have been very, very disturbing. At our last hearing, one witness indicated she had contacted families on the waiting list for her program to find out what arrangements they had made for child care. She gave the following examples of answers, which I consider appalling.

One child was sent away to live with relatives because of inability to find child care. Another mother had to quit her job and apply for welfare. A third utilized makeshift, uncertain arrangements with neighbors and friends. A fourth purchased expensive care in a profit-making center and the fifth, who was seeking respite care because she was undergoing psychiatric treatment, was unable to find other child care and is still having mental problems. Her future apparently is rather dim. I can't but wonder what the prospects are for her child under those circumstances.

Do you share my sense of concern about what is happening to the children on those waiting lists? I assume you do, but I want to ask anyway.

Ms. MARTINEZ. Certainly we do.

Senator CRANSTON. Are there any on-going studies or surveys in HEW that can tell us more about what is happening to these children and their families?

Ms. MARTINEZ. We are doing a number of studies, including not only supply studies but demand studies for child care. I think one of the greatest gaps in our efforts—and I should say this very clearly—is that we don't know necessarily what is happening to the latchkey type child, but we are hopeful to be getting some information on that in the future.

There are gaps in our information but we do know a lot about demand and we do know about supply.

Senator CRANSTON. Do you think that studies are underway that will give us a real picture of what is happening?

Ms. MARTINEZ. I think it will give us a good picture of what is happening.

Senator CRANSTON. One that we can rely on?

Ms. MARTINEZ. One that we can rely on. But it does take time to get that kind of information.

Senator CRANSTON. Arabella, as you have indicated, we know that as of March of last year a majority of mothers of children under the age of 18 were working, and we know that at least 6 million children, as you noted, under the age of 6 have working mothers, and we know that there are probably no more than 1.6 million licensed child-care slots available.

Do you agree that these statistics and the growing number of mothers who must work, out of economic necessity, present a forceful case for movement toward greater Federal assistance in the area of child-care services?

Ms. MARTINEZ. Although I believe that there is a gap in the social services and the child-care services that are available, and I believe that there probably is an unmet need, we really don't know the extent of that unmet need. We do not know what arrangements parents are actually making for their children, and that is the issue of demand.

Senator CRANSTON. Do you question whether Federal assistance of a larger magnitude is needed?

Ms. MARTINEZ. I don't question that, Senator. But I do think we need to try to understand what that magnitude is.

Senator CRANSTON. Of course we do.

Do you believe that current statutory authorities for direct Federal assistance, such as title XX and the income disregard for the WIN program, are sufficient to meet our child-care service needs or do you think—as I do—that we need to move toward a new comprehensive Federal policy in this area?

Ms. MARTINEZ. We do have sort of a patchwork quilt of day-care services and activities and programs. We are certainly concerned about all of the various types of resources. We know, certainly, that the differences in funding patterns make it difficult to have a comprehensive child-care effort. I believe, however, that by working with the States and with local governments we can develop a comprehensive child-care situation in the community, but it is going to take a great deal of work and a great deal of time.

Senator CRANSTON. Do you think the authorities that are presently available are adequate?

Ms. MARTINEZ. I think I would need to study that issue a bit more.

Senator CRANSTON. Congress has provided in the past several years an additional $200 million under the title XX program for child-care services at 100 percent Federal funding rather than the 75 to 25 Federal-State match generally used for the title XX programs. The administration has requested this $200 million in fiscal year 1979. Throughout our hearings, particularly in California, many witnesses have indicated deep frustration at the fact that a number of States have not utilized these funds for child-care services.

Do you think this additional $200 million should be earmarked in such a way that it can be used only for child care programs?

Ms. MARTINEZ. I think there are ways of providing incentives, and certainly within the $200 million there was an incentive for the States to use the $200 million for child-care services through 100 percent Federal financing.

States, it seems to me, have to determine what their needs are. However, I think it is the Federal Government's responsibility to help them assess what the need is, to help them plan to meet those needs and also, to help them in their resource allocation.

California, as you know, is an exception in terms of child-care support for the title XX resources. I believe that we ought to work with the States to improve the area of child care. I think there are many States that have done a remarkable job and which can be used as examples by other States for child care.

But, in addition to the State programs, as you know, there are other kinds of child-care resources available, so it is not just up to the States in terms of what kinds of child care is available.

Senator CRANSTON. I understand there has been some consideration inside HEW to transferring child-care funds out of title XX into another existing authority. Are you actually considering such a transfer?

Ms. MARTINEZ. It was a thought in our mind but we haven't gone any further than just thinking about it. Our concern is to develop a comprehensive approach to social services, one that more adequately meets the needs of a variety of people in each State. We believe that day care and child care is a very important social service and that it ought not to be separated from the social services system, that it ought not to be another program that is categorical in nature.

Senator CRANSTON. Can you expand on a point that you made in your opening statement, that you feel strongly that public support carries with it an obligation to be concerned about the quality of child care provided and to look to the development needs of children?

Ms. MARTINEZ. It is my belief that the taxpayers of this country and that the parents of this country would want us to be concerned about the way resources are spent, and especially in terms of child care. I don't think we can be unmindful of the need to be responsible and accountable.

Children everywhere are getting some kind of care. They are developing all the time. We do not say to children, stop developing for 5 hours. They are constantly developing. I think we have an obligation to be concerned about how they develop, and if it is Federal resources that are being used to provide child-care services, I think we have an obligation to provide the best child care that we can possibly afford to provide.

Senator Cranston. Thank you. I have more questions but, Sam, I have used my 10 minutes, so if you wish to ask some, please proceed.

Senator Hayakawa. Ms. Martinez, I am very interested in the answers you have been giving to Senator Cranston's questions. I have been pleased by the fact that many of your answers were preceded by a long pause while you decided on what to say, which indicates to me that you don't have many dogmatic requirements as to what is needed, what is right, and so on.

You mentioned work with the States, and some of the State authorities in child care have done extremely well, from which the Federal Government itself can learn—some, no doubt have done poorly. You talked about other kinds of day care and child care available outside both States and Federal Government, and I take it when you use the term "patchwork quilt" day care systems, that was not a negative pejorative description, but the availability of many different kinds of resources. Or, did you deplore that patchwork quilt?

Ms. Martinez. Senator, I believe that we ought to have a variety of child care options.

Senator Hayakawa. That is what I got from it.

Ms. Martinez. But I was deploring the lack of thought, the inconsistencies, the gaps in our child care system throughout the country.

Senator Hayakawa. After all the authorities there are in child care, authorities like Margaret Ribode, and there is Gesell, and Erikson, and all the other many people who discuss the subject, and in addition to that all the different kinds of ethnic traditions going to child care; the Italian families opposed to Japanese families opposed to Jewish families opposed to Mexican families, there are bound to be great differences in groups of parents as to what they would like to see in child care, or not.

Therefore, is it possible to coordinate the various psychological and social science theories along with all the ethnic patterns and so on?

Ms. Martinez. Yes, I believe it is. First of all, we do have to recognize the broad cultural diversity in this country. We need to recognize the differences among children and the differences among families. We need to be concerned about the different age groups.

But I believe there are some basic fundamental child rearing practices which are important which have to do with helping that child develop to the optimum extent, to providing that safe and healthy environment, to providing opportunity for that child to learn and be stimulated, to providing a warm and loving environment. Those kinds of things are very important to the development of children.

We also know really what hurts children. We know that if the children are insecure and are in environments which are detrimental to their growth what would happen to them.

Senator Hayakawa. If you were to find then a child care center that was run on fairly strict disciplinary lines because it was a child care center organized by, let's say, a fundamentalist religious group that believed in that kind of discipline for the care of their children, that you have to form character in that way, in what way would a

Federal agency try to modify the practices and, therefore, the beliefs of this particular religious group?

Dr. CARDENAS. Senator Hayakawa, I think we all recognize that there is a history of child care out there and that there is a pluralistic delivery system in place now.

Senator HAYAKAWA. That is what I am trying to defend, the pluralistic delivery system. I am wondering if it is not threatened by the kind of things you are talking about.

Dr. CARDENAS. Not at all, Senator Hayakawa. I think we have the potential and knowledge to build a system that, in fact, is more option-filled than less option-filled. I think we have the potential for building a system in which there is more parental involvement and parental choice rather than less parental choice, and I think we can build a system that builds on what is there in terms of the organizational and governmental relationships that currently exist rather than one which delimits those.

Senator HAYAKAWA. The point about a policy that is option-filled when laid down by the Federal Government bothers me a great deal because I too would like to see many options. I would like to see the orthodox Jewish family, the Buddhist family, the Holy Roller family, et cetera, have their own options of how to bring up their children and where they have different religious backgrounds and beliefs, different ethnicity and so on.

But, once you get the Federal Government into it you are going to lay down guidelines and if you don't follow those guidelines you are going to withhold that financial assistance. We do that in schools. We do that in universities. We do that in construction industries. We do that all over the place. When you start laying down guidelines as to what is desirable, I very, very much fear that the Government is going to say you don't run your day care center in accordance with accepted psychological principles accepted by HEW and, therefore, we have to withdraw your funds.

Is this not a real danger in the Federal involvement? You shake your head and say, no, no, no, but it has hit us in the universities, it hit us in the high schools, it hit us in industry and each time they have said there will be no such danger from Federal intervention. But every time, Federal intervention has happened.

Dr. CARDENAS. Senator Hayakawa, I have to agree with you that that danger always exists. I guess, from my own perspective I have found that where there is little choice in terms of the availability of services to a parent who, in fact, has no alternative but to go to the day care center that is there and who, in fact, does not have access to the kinds of resources that would help them fashion a more ideal day care situation or one more conducive to their own cultural beliefs and attitudes, that in fact, that danger is heightened. It is the lack of availability of child care which puts the parents in a more vulnerable position in terms of the day care that is available.

I have just come back from California, by the way, and I visited a number of child care situations in California. Interestingly enough, I visited a youth center in San Diego where young children were just left by the parents in the hope that the people in the youth center would somehow take care of them because there was no child care available.

By the same token, I visited child care centers in Los Angeles itself wherein people who were part of the community from whence the children came were, in fact, providing the child care. I walked into what was basically a Cuban community and there was a Cuban child care provider, and it was very easy to identify the culturally related traits of that center.

I visited another center which was much more akin to the kind of upbringing I had. It was primarily a Mexican-American neighborhood, and by hiring people from that community to work in that child care center you had much greater potential for insuring that there was compatibility between what was offered in the center and the needs and desires and aspirations of the parents who sent their children there.

Unfortunately, when parents have no choice as to day care then I think they are in much greater danger of cultural chauvinism, if you would.

Senator HAYAKAWA. Thank you very much. I really wanted reassurance from both of you that there isn't any danger to the pluralism in theories of child care and so on, as a result of Federal action in this area. I do know that there are thousands, millions, no doubt, parents who don't trust any kind of child care center. They would rather leave it with a sister or relative of some kind, or a grandmother when they have a grandmother to leave it with.

And so, the protection of the variety of choice and the prevention of any kind of, shall I say, Federal tyranny, over the operation of these centers, it seems to me, is a live question in my mind that I wanted to bring up.

Thank you very, very much.

Senator CRANSTON. Thank you, Senator.

On the matter that you were talking about, plainly, there has been a lot of discussion about parental choice and parental control, and I think the meaning of those terms becomes very, very blurred very often. There can't be any really meaningful choice when there is an insufficient supply and an insufficient variety of child care arrangements from which parents can choose. Until we can address those problems I don't think we can give parents any meaningful choices.

I would like to get back to the matter of current authorities that I asked you about. I am not asking you to talk about specific legislative proposals because that is something we have to work on and work out. But there has been plenty of time for study. These hearings were announced a couple of months ago and you were advised that you would be asked to testify. The administration has been running the title XX program and the WIN program for a year, and I am sure you have developed some views about the authorities and their inadequacies now.

Without necessarily making suggestions, I would like you either now verbally, or if you prefer, in writing within 2 weeks, to give us some thoughts on the authorities at issue, because we really need that input if we are going to work cooperatively in time to remedy whatever weaknesses there are.

Ms. MARTINEZ. Could we put that in writing for you?

Senator CRANSTON. Fine.

[At the time of printing, the response to this question had not been provided to the subcommittee by the Department of Health, Education, and Welfare.]

Senator CRANSTON. One point that has been repeatedly made throughout these hearings is the extreme difficulties that low-income working parents have in finding affordable care of appropriate quality. Often, their income is too low to get any real benefit from the child care tax credit in the Internal Revenue Code, and they are frequently excluded from other subsidized child care programs with priority admission given to families receiving welfare or involved with training programs of one sort or another.

Do you have any thoughts on the child care needs of this group of low-income working parents?

Ms. MARTINEZ. I think it is extremely difficult for parents of all groups to find adequate day care, to identify the day care, child care resources in any community. We have recognized that as a very serious problem and are currently involved in a project to assist in developing methods for helping parents to identify child care.

I think there is a group of people in this society which somehow is left out of the service system. Either their income isn't low enough or they don't meet some particular eligiblity requirement, or something. I do think those are the areas that we must really address; where the gaps are in services to people.

Senator CRANSTON. There has been some debate throughout these hearings about the ability of parents to judge the quality of programs and thus to make informed choices. Some have suggested that parents lack the knowledge to make good judgments. Others assert that parent participation in the evaluation and monitoring of child care programs is the best vehicle for guaranteeing the quality of programs.

Do you think parents are in a position to evaluate child care programs and, if you don't think so, are there ways in which Government can provide the necessary information to at least assist parents in making that evaluation?

Dr. CARDENAS. I think that is a complex question. I feel very comfortable from my own professional experience trusting the judgment of parents about the quality of child care that their children receive. I think, however, that we do have to provide to parents the kind of information as to in fact, what their options are in order for them to be able to make such a judgment.

I don't think that saying that we trust parents' judgment in terms of the kind of child care that they will choose for their children absolves us from exerting Federal leadership in terms of insuring that day care does comply with some standards of quality which we know to be a baseline.

From the perspective of working with parents, providing parents an opportunity to evaluate the programs for their children, providing parents information, giving parents a key role in the day care experience of their children, I not only think that is possible, I think that is essential. I don't think, however, that that absolves us from insuring that day care meets certain minimum standards of quality.

Senator CRANSTON. How do you feel about the voucher system? Do you feel that it is not a sound approach, as some do, or do you feel that it does have merit as a way of bringing about meaningful parental involvement?

Dr. **Cardenas.** Senator, as I said before, I just got back from California, where there is much discussion around that issue.

I think that a voucher system ought to be looked at within the context of a system that includes a number of alternatives and that it may have a role in a child care delivery system that includes other kinds of day care also. I don't think that I would be predisposed, from my own professional background, to go with a voucher system exclusively.

Ms. **Martinez.** Senator, may I speak to that issue?

I think, in terms of vouchers for social services of any kind, whether it is child care or any other kind of social services, in addition to the voucher system you must have a system for informing parents or anyone else, any other person who has a patricular need, what those options are and what the benefits of one kind of service versus the other kind of service is, what is is available.

I think, without having an information system in place it is a very difficult thing to put a voucher system in place.

Senator **Cranston.** Yes, no doubt.

At the bottom of page 7 of your testimony you make reference to nearly 6 million children of working mothers in the care of unlicensed persons or institutions, or who are taking care of themselves, and then you make reference to the 2 million children who take care of themselves after school. Does the 6 million children refer to preschool children? That is, are the 2 million children you refer to who take care of themselves after school over and above the 6 million preschoolers who also take care of themselves?

Ms. **Martinez.** It is not just preschoolers, as I understand that figure. It includes all children.

Senator **Cranston.** On page 8 you refer to the need to provide for a variety of child care options. Do you include onsite or workplace child care among the variety of child care options?

Ms. **Martinez.** Yes.

Senator **Cranston.** OMB has been circulating proposed regulations which many individuals feel would substantially restrict and perhaps even eliminate the operation of child care programs at Federal agencies. There are currently seven such programs operating in Federal agencies in the Metropolitan Washington area alone, including one that is inside HEW.

These regulations would govern the assignment of Federal real property to non-Federal activities. One provision would require that the non-Federal activities pay the Federal agency equivalent commercial rental for the use of the Federal facilities. I am very concerned about the effect that these regulations will have on the child care centers presently operating in Federal agency buildings if these centers are required to charge parents fees that will cover the cost of equivalent commercial rents.

As I understand it, it is quite likely they will lose most parents and may be forced to close down totally those services. Such a result would rather obviously, I think, be unfortunate for a number of reasons. First, it would reduce the supply of quality child care at a time when what is needed is more child care, not less. Second, it could be interpreted as a lack of concern on the part of the Federal Government for child care needs. Third, these programs could provide us with valuable experience and data on onsite child care programs that could be useful to efforts to develop new legislative approaches in this field. Fourth, child care programs should provide a full range of arrangements so that parents can choose the one that is best for themselves and their children. Finally, it would be far more difficult for the Federal Government to encourage private industry to support onsite child care programs were it to refuse to provide any support for its own programs.

I am also concerned that the regulations would have the effect of discouraging onsite day care by prohibiting the establishment of centers unless the following standard is met: "The agency head has determined that the facilities are essential to the efficient operation of the agency." This is a much stricter standard than is required by the proposed regulations for the establishment of either concessions or employee recreation and welfare associations.

It is my understanding that regulations similar to these were proposed during the Ford administration and that they were withdrawn in response to protests of those concerned with their effect on child care programs.

I am writing to James McIntyre, Acting Director of OMB, urging reconsideration of these proposed regulations and urging that Federal agencies be allowed to continue to provide assistance in the form of space, utilities, and maintenance to onsite child day care activities.

Arabella, do you feel that these kind of onsite programs are valuable and that the Federal Government should be encouraging rather than discouraging them?

Ms. MARTINEZ. With the need for quality day care, with the need for additional day care slots, I think we ought to be encouraging the establishment of these day care centers on site. We do not have yet, as I understand it, an official position from HEW because that OMB circular announcement just came out on Friday.

But, my own personal opinion—I want to stress that it is my personal opinion—is that I am afraid of what it would do in terms of child care. I don't know what it will do yet, but I am deeply concerned.

Senator CRANSTON. There will be consideration in HEW of the possibility of taking a position?

Ms. MARTINEZ. That is correct.

Senator CRANSTON. I hope you will express your views forcefully and relay my views to Secretary Califano on that topic.

Ms. MARTINEZ. I certainly will.

Senator CRANSTON. I want to stress again, Arabella, how very grateful I am to you and your staff for the excellent working relationship we have on all matters that we have worked on. I look forward to collaborating with you very closely on this very important matter.

Ms. MARTINEZ. Thank you so much, Senator.

Senator CRANSTON. I thank both of you very, very much.

We now come to our first panel, consisting of Marian Wright Edelman, Director of the Children's Defense Fund, Washington, D.C.; Dorothy Lasday, Coordinator of State Public Affairs, National Affairs Committee, National Council of Jewish Women, Washington, D.C.; Susan Aronson, M.D., American Academy of Pediatrics, Philadelphia; Dr. Kinsey Green, executive director of American Home Economics Association, Washington, D.C.

I want to thank each of you for your presence. Please proceed in whatever order you wish. I would like to remind you to keep your opening testimony to 5 minutes, so we have time for questions.

Thank you very much.

STATEMENT OF MARIAN WRIGHT EDELMAN, DIRECTOR, CHILDREN'S DEFENSE FUND, WASHINGTON, D.C.

Ms. EDELMAN. Thank you for inviting us. I appreciate very much your own efforts on behalf of children and particularly your committee's leadership at the moment in trying to develop a better role in addressing the problems of young children.

Senator CRANSTON. Thank you very much.

Ms. EDELMAN. I have five brief points to make now, since you have my 14 page statement for the record and a letter that we submitted to President Carter on behalf of 87 groups relaying their very strong feelings about the need for this administration's support for family and child care needs.

First, I think as you proceed in your hearings—and I am very grateful that you are including parents and I would encourage you to do more of that—is that public policy, in our view, should proceed from reality: There are mothers who are already working. There are children who already are handicapped. There are children who need to be cared for. That should be the starting point. The debate should not continue back and forth among academics about whether there is a need, or whether women should or should not go out to work. They are out there working now and their children need care. It is that fact to which you should respond.

Second, public policy decisions should always be made in this area with children as the bottom line. In deliberating what kind of legislation or what kind of provisions you should have, the best interest of children should be the criterion that prevails, not the best interest of teachers, not the best interest of professionals, not even the best interest of working parents. The primary goal again is to deal with the needs of children and their families in the best way.

Third, I would reiterate that public policy, as you have heard emphasized already in these hearings, must recognize and meet the diversity of needs that all the different kinds of families and children have. There is no one kind of care that is going to be suitable for all the kinds of children and families who need it. The one cross-cutting issue throughout all the variations in a pluralistic delivery system should be that of quality. Good care should be provided for all children, regardless of the kinds of child care settings.

Fourth, quality care is going to cost some money. But we should not permit the cry of expense as it relates to children to prevail. I think we should insist that the problems of inflation or the economy should not be solved on the backs of our children, and I think we should be called to task for our hypocrisy. We always seem to find money when it comes to the needs of the rich and never seem to be able to find it when it comes to the needs of the poor. If we can pass a tax credit in this Congress to allow people like me and others in the upper-middle class to deduct our child care costs, it seems to me we can afford to provide child care for the poor who need it but cannot afford to take advantage of such a deduction.

I was very impressed when I went to Hanoi recently with the President's Commission and I went to a day care center. The first thing I got when I walked into that center was a statement from the center's director which said, "It is a policy of our party and it is a policy of our nation to put children first, even in times of war." I certainly look forward to the day when this country can begin to say that, that it is the policy of our country to put our money where our mouth is in terms of rhetoric about families, and again, to put children first in terms of our expenditures even in this time of so-called economic restraint. I think we should not use our children as a means of solving the problems of the economy.

Fifth, I think we should not be defensive about or believe it when we hear there is no need for child care. All of us know it is out there. I have not been emphasizing child development issues when I go out into audiences all around the country and it is the first thing that comes up in every audience. It comes up again and again. All of us who are working mothers, and all of us who relate to children on a day-to-day basis know there is a need there; commonsense tells us there is. We cannot wait around another 5 years for long studies documenting the extent of need before we respond to the need that is already out there.

Last, I want you to know that those of us who have formed again into a coalition to draft a new comprehensive child care bill, to work with you, understand that it is going to be a harder task than it has been in the past, that a lot more questions have been raised about these kinds of programs, including the need and the expense, and we understand we are going to have to create an atmosphere for change and for passage of this legislation. We plan to do that, working with you and under your leadership.

And we think we can get a good bill. We are prepared to work for that in every way we know how. It is going to require a great deal of public education, a sense of urgency on the part of all of us who relate to children. We cannot accept just any old bill. We have to stick to our demands for a good, comprehensive, quality approach to the needs of our children. I am convinced we can get that, although it won't just happen overnight.

In the meanwhile, while we are working to get the good comprehensive child development bill passed, it is important that we protect children in these interim days by strong standards for existing child care programs. We are concerned about having a very strong Federal role in setting standards for quality care for children. We hope that the study on the appropriateness of the FIDCR that is coming out of HEW will take a strong stand on that issue. And second, some of us are concerned that Project Head Start, which is an example of the strong, comprehensive program for our neediest children at a reasonable cost, which is still meeting only a very small percentage of need, be expanded and be strengthened as an important interim measure, even as we proceed to debate and pass a comprehensive child development bill.

I want to say tonight that we have our coalition back together. We are prepared to work very hard. We think a good bill is possible and we are determined to have it and to work with you to get it.

Senator CRANSTON. Thank you, Marian, for a very forceful statement, since you did it in exactly 5 minutes time. [Laughter.]

[The prepared statement of Ms. Edelman and additional material supplied for the record follows:]

TESTIMONY OF MARIAN WRIGHT EDELMAN
OF THE CHILDREN'S DEFENSE FUND
BEFORE THE
SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT
OF THE SENATE COMMITTEE ON
HUMAN RESOURCES

February 20, 1978

Senator Cranston and Members of the Subcommittee:

I am Marian Wright Edelman and I am here today, thanks to your kind invitation, to testify on behalf of the Children's Defense Fund of the Washington Research Project, Inc. We are a national, nonprofit organization created to provide systematic and long-range advocacy on behalf of children. We have done research in major areas affecting children, including education, health care, child welfare, juvenile justice and child development. The problems we uncover in these areas form the basis for our reports and our action program. We seek to help policymakers, public officials and other adults responsible for children make informed decisions that will benefit children and their families.

I am here today to support your interest in the problems of young children's care and development in this country. When last I testified before this Subcommittee, I had three preschool-age children at home. Now two of them are in public school, and while I am fortunate enough to have live-in help to care for them, the experience of worrying about their schedules, the atmosphere in which they spend their daytime hours, the various arrangements necessary to make sure they are healthy and happy while I work full-time is still a present reality. It is not only my reality but that of 14 million working women with children, 5 million of them with preschool-age children. The number of women with children entering the labor force is constantly growing as social, economic and personal factors make working and earning an income necessary to provide for one's family. Even high unemployment rates and the scarcity of jobs have not discouraged women from entering the labor market. Like families, working women are here to stay. Who helps them care for their children is the practical and urgent matter before us now. For it is the children who will suffer if we continue to ignore the social reality around us.

Your interest in whether and in what ways the federal government should assist in child care rests on a long tradition of public policy and support. As you probably know, during the 1930s the federal government spent large sums through the WPA to create child care centers -- both to create jobs and so that the nation's youngest and most vulnerable citizens would not be damaged by the hardships of the Depression. Again during World War II, the Congress appropriated its largest child care expenditure to care for the children whose mothers worked to contribute to the War effort. And in 1965 Project Head Start was begun to offer care and developmental services as one way to fight a different war: the War on Poverty. Head Start continues to be popular with the Congress and the public alike. These major federal efforts to help families care for their young children grew out of a recognition and an acceptance of two principal facts: (1) that some families need help -- whether due to poverty or employment or a disadvantage like having a handicapped child -- in raising their children; and (2) that the children must not be left to suffer the consequences of their parents' need for help.

These two facts are strikingly true today, and I come here to reiterate my support for Congress' effort to deal with them.

I say reiterate because since the beginning of this decade I and a broad coalition of individuals and groups concerned with quality care for children have spoken out and worked hard to ensure passage of legislation that would begin to meet the need for child care. In 1971, 50 groups formed an Ad Hoc Coalition which helped draft and supported the passage of the Comprehensive Child Development Act, sponsored by then-Senator Mondale and Congressman Brademas. That bill went a long way to address child care needs and it went a long way in Congress, passing both Houses. A stinging political veto by then-President Nixon stopped its progress. But our Coalition's commitment to child care was unaltered. In 1975, I testified before this Subcommittee to urge support of the Child and Family Services Act. Then, too, a broad coalition of groups understood the importance of helping families care for their children. Unfortunately at that time the most blatant myths and misconceptions about what that bill would have provided were allowed to strangle its political chance for success.

But most important legislative initiatives have not come without time and struggle. I and many other members of the Ad Hoc Coalition, which reconvened last winter, are ready to try again to work for child care legislation. We recognize that as necessary as is drafting good legislative language is creating the climate in which such legislation will be accepted and approved. Leadership and public education both are critical. Toward these needs, the Ad Hoc Coalition drafted and sent to President Carter a letter signed by 87 organizations urging his Administration to acknowledge the overwhelming need for child care. A copy of that letter and its signatories is attached to this testimony.

But more than symbolic action is needed. Federal support for child care is not simply one of political exigencies. We deal with families -- mothers, fathers, young children -- all over the country who have nowhere to turn when they need care. Does a single parent refuse a job and remain on public assistance because of no, or poor quality child care? Where does a working mother send her children when her husband's shift changes and he can no longer watch the kids? Or when he is relocated to another city and the mother can't watch them anymore? Or when the babysitter quits? These are the problems our constituents remind us of daily, and they are why we must take positive steps to help them take care of their children.

You are likely to hear many statements or questions about child care in the course of your hearings. For example:

1. Is There Need for Child Care? Despite the common sense that as more and more women with young children work outside the home, more will need help with child care, there have been a few reports and analyses which have gained currency around Washington that there really is no need or demand for increased availability of child care. Based on questionnaires and opinion polls, the conclusions making the headlines say that child care is not a necessary service government should help provide. Care should be taken, however, in drawing conclusions from and interpreting these data. Questions such as "Are you satisfied with your current child care arrangements?" when asked of a harried

working mother who feels guilty about leaving her kids in the first place and has already spent hours finding the current arrangement and is thankful to have found it, may not get at the truth about quality or what's best for children. Similarly, for those mothers who have no one watching their children, the question "Do you have child care arrangements now?" may be very threatening and may not elicit the true extent of need. There are other methodological problems with these studies which should limit their credibility for policymaking purposes.

The truth is that there are six million preschool children whose mothers work full-time. Another 7.5 million children need after-school and holiday care till their mothers come home. In addition to the children of working mothers, there are other groups of children who need child care services:

- There are 5 million families who have at least one handicapped or retarded child. Child care could provide respite and training for the parents, valuable experiences and professional help for the children;
- There are 9.7 million single-parent families. Whether they work or stay at home, the burdens of unabated child care responsibilities can make for a tense situation. Child care would allow employment or temporary relief from the isolation and pressure of raising a family alone;
- There are almost half a million children living in out-of-home placements, as an upcoming CDF report will document. Many of these children could have remained with their families had flexible child

care services been available;

- There are anywhere from 250,000 to 500,000 children abused each year. Comprehensive child care services could provide an alternative setting for the child when tension at home mounts and be an effective link to referral and counseling services;
- There are some 11 million children living in abject poverty, in non-farm families of four earning less than $5500 a year. Even with the proposed expansion this year, Head Start will only have the funds to reach 18 percent of its eligible population. Child care could open up valuable experiences for these children as well.

2. Won't It Cost Too Much? There are those who will look at the above statistics, multiply them by a high annual price for care, and conclude that since the resulting number is astronomical, child care is something this country cannot afford. There are three points to make. First, not all of the children in risk categories described above will want or use child care, and even those who do will not use it consistently for years. More likely a fraction of each group will want it, and they will use it for a short time or occasionally. As a family crisis is resolved, a single parent remarries, or situations change, so will the need for child care. Thus, the population actually using the services at any one point in time is much smaller than some argue.

Second, the cost of child care need not be the most expensive figure across the board. A child care system must encompass the entire gamut of kinds of care for different children's needs and different parents' preferences. Only at the upper end of the continuum will some children be in expensive, developmental center-based care. The majority of children would be in care reflecting their parents' current choices, which are simple, family, in-home and small group care, costing only a fraction of center-based care. And we know that quality care can be given at a cost that is reasonable. Head Start is a model of early childhood care, and it costs an average of from $1200-$1300 per child per year. In a pluralistic system where parents choose among many day care options, the average cost of care need not be astronomical.

Third and finally, we cannot as a country afford not to care for children -- for the price we will pay for years to come in remedial treatment, school and job failure, more costly institutionalization for ignored and untended children is very high -- in human and dollar terms. We will pay a price for child care. We must choose whether we pay the smaller one now or defer it and multiply it a hundredfold later.

3. Who Should Provide Child Care? This gets at two important policy decisions: (1) scope of services; and (2) delivery systems. First, in order to discuss which agency should be the sole provider or prime sponsor of services, you must consider what parents want child care to include. In our experience, while early childhood education is important, it is but one of many other

important services parents want for their children: things like good nutrition, screening for health and developmental problems, social adjustment, and programs that allow for close parental involvement in the policies and practices that shape their child's day.

The same is true with delivery systems. Rather than argue the pros and cons of any one delivery system here, I think it might be more useful to list the standards against which you must measure every proposed delivery system:

(a) Can it provide the full range of services which children and families need?

(b) Does it assure community decisions about the types of services to be offered, based on a local assessment of needs of children and families in that community?

(c) Does it give parents the central role in the community's decisions about the types of services to be provided and in the day-to-day operation of the programs in which their children are participating?

(d) Is it flexible enough to provide parents and families with real options, including services in a variety of settings (e.g. in the home, in neighborhood facilities, at places of employment)?

(e) Does it preserve existing community child care institutions (including Head Start) and assure opportunity for them to expand and to receive funds under this legislation?

(f) Does it encourage services in settings that support the family and are relevant to the child's own culture and environment, and that are staffed by people from the child's own community, including parents?

(g) Does it include a funded mechanism for enforcing federal standards?

(h) Does it provide a mechanism for coordination with other agencies providing services for children in the community -- including those provided through public health, education, and welfare agencies and especially those provided with Title XX and Head Start funds?

I cannot urge you strongly enough to include in your hearings on delivery systems testimony from parents who have tried to find child care services and community groups who have tried to provide them. We can make suggestions for individuals who could give you very useful, practical evidence, and we would be happy to work with you to arrange for them to testify.

Suggestions to have the public schools assume exclusive sponsorship of child care have come up recently. I do not believe they or any other single agency should have a monopoly over such a diverse and sensitive area as the care of young children. Local and parental choice as well as experimentation with several different forms of care and administration are critical. While I would not exclude schools from providing child care services in places where they have demonstrated their acceptability and cooperation with the community, I would strongly oppose their cornering the entire child care market.

4. Should Child Care Be Limited to Welfare Mothers or Be Universally Available? This question of eligibility is complicated, and while I won't discuss it in detail here, one useful concept to bear in mind is that need for child care should not be measured only in dollar or income terms. A middle-class child with a severe handicap may "need" child care as much as a healthy child in a poor family. And programs only open to the poor tend to be poor programs. Below are criteria for determining eligibility you may find useful:

(a) Does the child have no one to care for him or her, i.e., do both parents work to keep the family income above the official poverty line?

(b) Is the child in a single-parent family?

(c) Is the child handicapped and would child care offer services to aid in his or her development?

(d) Has the child been abused?

(e) Would child care services make an out-of-home placement unnecessary?

(f) Would child care services fill in cognitive and social gaps to prepare the child for school?

5. Won't Child Care Encourage Women to Work? As far as we're concerned, this is a hypothetical question that ignores the present reality of children in families where women have to

work and are already in the work force. In 1974, almost 2 million families with earnings over $5,000 were kept there by the wife's income. At least 4.5 million families with earnings over $10,000 stayed above the poverty line because of the wife's income. And of the more than 20 million average families with incomes over $15,000, the wife works in 61.4 percent of them. Child care does not encourage women to work. Economic realities do, as well as the personal need for dignity and self-sufficiency. What child care does do is make sure that the children of women who do work are not harmed by their mother's choice.

6. Government Shouldn't Intervene in Family Life. In no way are federally-supported child care services an intervention into family autonomy. All services must be voluntary. Only families who want and need them will use them. But this smokescreen has made many shy away from affirmative governmental policies to help or at least not harm families. In fact, government already works in many ways to affect family life. And, in fact, families today are not self-sufficient. The question is not whether government should intervene, but how can it create programs and policies that will assist parents in raising healthy, strong children. Child care is one such essential service.

7. Can the Quality of Child Care Programs be Ensured? Yes. This is an especially important issue because while child care should encourage diversity to meet local needs, and while the federal government should not have one uniform program, you do want to be able to make sure that uniform standards of adequate

quality exist to project children in publicly supported care. State licensing for child care is as varied as the fifty states. Most have a bewildering array of overlapping rules and regulations governing child care. Many would not leave you confident that children would be adequately cared for. Clear, practical federal standards that are unequivocal in terms of quality, which have sufficient flexibility for local implementation and sufficient technical and financial assistance to states to help programs meet them, are essential.

Even now decisions are being made that could well be instrumental in this area. A study mandated by Congress to determine appropriateness of the Federal Inter-Agency Day Care Requirements (FIDCR) is due to be submitted to the Congress April 1. In addition, new regulations superseding the 1968 FIDCR are being developed by the Administration for Children, Youth and Families, in HEW. We urge you to look at the findings of the study with care. We also urge that there be a regular process of public consultation on the development of the new regulations. We hope you will consider that recommendations for strong and sensible rules governing child care which the federal government can and will enforce may well have implications for new child care initiatives.

8. Aren't the Present Programs and Tax Credits Enough? No. Head Start, Title XX, Title IV-B, CETA and WIN all together provide funds for only a fraction of the child care need that exists. It has been estimated that no more than one-tenth of all children in care are in licensed slots. The rest are scattered in a variety of situations of widely varying quality. Some

children of more affluent parents may be in good settings. Other lucky children may have a relative who is a good provider. But too many suffer from haphazard, changing arrangements that at best offer the minimal amount of safety from physical danger and do little to help them grow up stable, secure and confident to master skills in school and in life.

Further, a credit for a nonexistent service does not help very much. Tax credits do not create facilities or buy equipment. Nor do they help the poor and working poor, most of whose available income must pay for more essential items like housing and food. They benefit the middle-class -- and this is only a partial solution to part of the child care problem.

I have highlighted only some of the many positions on child care. You will hear many more. I urge you to consider as you hear them, "What does this mean for that child who has no one to watch her or him?" "How will this affect that child who is unhappy in an inadequate, unstable child care arrangement now?" "Will this help or hurt the chances of that family to stay intact and to do a good job of raising their children?" "What do children require to grow up and become productive citizens?"

These are the questions which have guided our concern over the past ten years. They continue to make us work for the creation of a comprehensive system of child care services. We deeply appreciate your interest and leadership on this issue. I am convinced, on the basis of the children and families we see in our work every day, that such legislation is essential and cannot be deferred.

But we are not willing to accept just any bill, for the sake of having a bill. Neither, I am sure, are you. This Subcommittee write a bill that is good for children and families, and we can rally the support for such a bill to see that it is enacted into law and funded. Like many others, we are willing to devote as much time and energy as is necessary to work with you to help make that happen.

May 4, 1977

The Honorable Jimmy Carter
The White House
Washington, D.C. 20500

Dear Mr. President:

As Mr. and Mrs. Peterson pull into their driveway, three people await them and their new baby girl. Two are the Peterson's older children; the other is the nurse the Petersons have hired to help them care for the infant the first two weeks she is home. The Petersons live in a large house, and on Tuesdays and Fridays a woman comes in to do the heavy cleaning. Mrs. Peterson is usually home when her children arrive from school, but on afternoons when she has to be away she arranges for babysitting with a high school senior down the block or with Mrs. Murphy, an elderly neighbor. These two also babysit evenings when the Petersons go out.

The Petersons are concerned parents. One of them usually goes to PTA meetings, and Mrs. Peterson regularly consults with their pediatrician, who sees the children several times a year for check-ups, immunizations, and routine care.

The Petersons are normal, upper-middle-class members of their community whom their friends and neighbors regard as independent, upstanding citizens. Are these the kind of people who need help with child care in raising their children or keeping their family intact? When we think about providing child care and social services to families, does a picture of the Petersons come to mind? Probably not. The words "child care" and "social services" in this country have come to be associated with public charity and government intervention in the lives of families considered too poor, too unstable, or too incompetent to raise their children themselves.

This is a myth. People like the Petersons -- whom no one regards as poor, unstable, or incompetent -- need and have the help of many services in raising their children. Of course the names of those services, by which we signal whether we find them stigmatizing and distasteful or perfectly normal and acceptable, are often radically different. When the Petersons had their first child, the temporary live-in nurse not only bathed, changed and kept watch over the baby but gave Mrs. Peterson helpful suggestions on caring for him. If this same advice had been provided to a poor mother, it would have been called "parent training" -- a not-so-subtle label implying the parent is inadequate without the training. For a poor family, Mrs. Peterson's cleaning woman would be referred to as "homemaker services." Nursery school would be "developmental day care" or Head Start. Afternoon babysitting would be "after-school child care." Calling the pediatrician would mean "finding medical services," and for poor children, most routine visits to the doctor would be termed "screening, diagnosis, and treatment."

Are a cleaning woman, nursery school, advice from the nurse, babysitting, and medical check-ups the signs of a failing family? Of course not. Are a need for homemaker services, child care, early education, parent training, and health services signs of parental inadequacy? Of course not. All parents today need the help of various other hands in raising their children.

But the difference between the services the Petersons receive and those that poor families currently get is more than a matter of labels; it is also a matter of quality. Mrs. Peterson seldom has to spend more than an hour at the pediatrician's office. But if she were relying on a public clinic where no appointments are possible, she and her child might spend three or four hours waiting to see a doctor whom she never met before and probably could expect never to see again. And the high school senior and Mrs. Murphy, the elderly neighbor, who are available the hours Mrs. Peterson needs child care charge anywhere from one dollar an hour to $2.30, the minimum hourly wage, for babysitting. If Mrs. Peterson worked full-time and needed fifty hours a week just for daytime care, how would she afford it? Furthermore, the high school senior would be at school during the day, and Mrs. Murphy, who may be adequate for a few hours in the evening, may not have the wherewithal to care for an infant or young child all day. Where would Mrs. Peterson find the kind of child care she would trust at a price she could afford?

The answer to this question is troubling. For while a wealthy Mrs. Peterson can search a long time and perhaps buy a slot in a top quality day care center or hire a live-in caretaker or choose not to work at all, a poor or lower-middle-class Mrs. Peterson does not have these options. For many families in this country, the wife's income makes the difference between independence or public assistance, or between middle-class status and poverty. In 1974, almost 2 million families with earnings over $5,000 were kept there by the wife's income. At least 4.5 million families with earnings over $10,000 stayed above the poverty line because of the wife's income. And of the more than 20 million average families with incomes over $15,000, the wife works in 61.4 percent of them.

But it is not only the children of working parents who need care. Consider the 5 million families who have at least one handicapped or retarded child. Parents of these children need some respite from the intense care they must give; they need training; their children may need special help of professionals and facilities found outside the home. Or consider the 9.7 million single-parent families, over 15 percent of all families in this country. Whether they work or stay at home, the burdens of coping with family pressures alone must be enormous. If a single parent stays at home, his or her isolation cries out for the option of part-time or occasional child care, with attendant parent counseling and support services.

Consider the 260,000 children placed in foster care and the more than 100,000 children living in institutions. How many of them would have been spared being removed from their homes and how much public money spent on institutionalization would have been saved if preventive services such as child care were available before family crises became acute and family break-up necessary?

Consider, too, the children of abusing parents. Research has shown that abusing parents can be prevented from taking out their frustrations on their children if help is available to remove the child from the tense situation while the parent seeks counseling or other assistance.

The children of some families too poor to provide the kinds of experiences we know are important for development also would benefit from child care. Our experience from Head Start has shown the positive results for children, families and communities of comprehensive care. Any good child care policy would ensure that the minimal nutrition, health care and other services families need are provided as a matter of right. And finally, again consider the Petersons. They, too, need help at times in meeting their obligations as parents. The only difference between the Petersons and other families is the Petersons' ability to find and pay for the services all of them need.

Too many families have too few choices about the care their young children receive, although all of them share your own belief that "the family is the cornerstone of American life." All parents want their children to grow up in safe, stimulating environments where a patient adult will teach them how to cope successfully and confidently with the world around them. But there are many young children who are home alone without any care whatsoever. For millions of children child care arrangements are haphazard, discontinuous, underfunded and understaffed, and unrelated to other fundamental services families need in bringing up their children.

It is time the policy in this nation reflected the fact that all families need help -- at different times, in different ways, for meeting different needs -- in raising their children. As you have said, "The evidence of family breakdown is all around us...The problem is severe. The question is what our government is now doing to lessen -- or worsen -- the problem. The next question is what our government could be doing, if the proper leadership existed...."

The word "leadership" is key, because it sets the tone for whether government programs to stregthen families are seen as handouts or improper intervention in private affairs or as sound strategies to support an entity which the nation has a paramount and a legitimate interest in preserving. In 1971, President Nixon demonstrated the importance of leadership by failing to exercise it. Instead of helping to heal the divisions of race and class in this country by recognizing the common needs of all families and children, he vetoed the Comprehensive Child Development Bill sponsored by Vice President Mondale and Congressman Brademas, passed by both houses of Congress, and on which most of us worked very hard. He pandered to those who fear child care and charged it would "sovietize children in communal facilities" without acknowledging the variety of settings -- from centers to group homes to day care families -- the bill allowed for. He also charged it would "destroy families" even though it was voluntary, and even while his own proposed welfare reform forced poor mothers to use poor quality child care while requiring them to work outside the home. He fretted that child care would "diminish parental authority" without understanding that the stresses today on many families already diminish their authority and their ability to raise their children in a manner they would like, and that child care options would be designed to enhance their ability to do a good job of parenting, not undercut it. And by his negative action, President Nixon and his administration reinforced the myth that the families themselves were at fault, rather than recognizing that all families need help in raising their children.

Families so much need your positive attention and leadership now in helping them find work, in keeping their heads above water during this period of inflation, in staying intact, and in strengthening their confidence and ability to raise their children to be healthy, inquisitive, productive adult citizens. Your commitment to a major jobs program is an important first step. So is your interest in tax and welfare reforms to increase fairness among and stability in families.

But families and children need more than money. They need services as well. Exactly what services they need varies greatly according to where they live, what particular problems they face, and what their specific stage in life is. But almost nowhere are services distributed so that children's and families' needs are met. The gaps are so great, and states and localities are so pressed, that the federal government must provide the impetus to make child care and family support services available.

Those of us signing this letter believe that the nation cannot let another generation of children flounder while we regain our economic bearings or while a free market decides if caring for children is profitable. We believe your Administration must demonstrate in a significant way that you recognize children need nurturing and that it is a national interest to help families provide it. We believe that child care and family services -- flexibly and broadly construed -- is a program your Administration should support now in tandem with jobs and income supplements as you move toward a coherent national policy that strengthens American families.

You have our commitment to work with you to help shape a program that provides quality services to children and families and that can win broad support. We would like to meet with you at your earliest convenience to address further our views about the needs of children and parents for child care options, and to learn of your Administration's plans to respond to these needs.

Sincerely,

Alabama Council on Human Relations
Auburn, Alabama

Amalgamated Clothing and Textiles Workers Union
New York, New York

American Association of University Women
Washington, D.C.

American Coalition for Citizens with Disabilities
Washington, D.C.

Americans for Democratic Action
Washington, D.C.

Arkansas Community Organization for Reform Now
Little Rock, Arkansas

Association of Junior Leagues
Summit, New Jersey

Association for Childhood Education International
Washington, D.C.

Bank Street Day Care Consultation Service
New York, New York

Black Child Development Institute
Washington, D.C.

Center for Community Change
Washington, D.C.

Child Development Associate Consortium
Washington, D.C.

Children's Defense Fund
Washington, D.C.

Children's Foundation
Washington, D.C.

Citizens Committee for Children of New York, Inc.
New York, New York

Community Service Society
New York, New York

Council for Exceptional Children
Reston, Virginia

Day Care and Child Development Council of America
Washington, D.C.

Day Care Council of Nassau County, Inc.
Hempstead, New York

Day Care Crisis Council
Chicago, Illinois

Deafpride, Inc.
Washington, D.C.

East Coast Migrant Head Start Project
Washington, D.C.

Fayetteville Community Child Development Council
Fayetteville, North Carolina

Federation of Community Controlled Centers of Alabama (FOCAL)
Montgomery, Alabama

Friends Committee on National Legislation
Washington, D.C.

International Ladies' Garment Workers' Union, AFL-CIO
New York, New York

Governor's Commission on Children and Youth
Baltimore, Maryland

Junior League of Washington, Child Advocacy Committee
Washington, D.C.

Kentucky Youth Research Center, Inc.
Frankfort, Kentucky

League of Women Voters of the United States
Washington, D.C.

Maryland Committee for the Day Care of Children
Baltimore, Maryland

Massachusetts Advocacy Center
Boston, Massachusetts

Mississippi Council on Early Childhood Development
Jackson, Mississippi

National Association for the Education of Young Children
Washington, D.C.

National Association for Retarded Citizens
Washington, D.C.

National Association of Social Workers
Washington, D.C.

National Board of the Young Women's Christian Association of the U.S.A.
New York, New York

National Child Day Care Association
Washington, D.C.

National Committee for Citizens in Education
Columbia, Maryland

National Council for Black Child Development
Washington, D.C.

National Council of Churches
New York, New York

National Council of Jewish Women
New York, New York

National Council of Negro Women
Washington, D.C.

National Education Association
Washington, D.C.

National Head Start Association
Chicago, Illinois

National League of Cities
Washington, D.C.

National Organization for Women
Washington, D.C.

National Organization of Women
Nassau County, New York

National Urban Coalition
Washington, D.C.

National Urban League
New York, New York

National Women's Political Caucus
Washington, D.C.

New York State Child Care Coordinating Council
New York, New York

Palto Alto Community Child Care
Dublin, California

Parents Without Partners, Inc.
Washington, D.C.

Pennsylvania Association of Child Care Administrators
North Versailles, Pennsylvania

Pennsylvania State Parents' Committee
Erie, Pennsylvania

Society for Research in Child Development (of America)
Charlottesville, Virginia

Southeastern Public Education Program of the American Friends Service Committee
Atlanta, Georgia

Suspected Child Abuse and Neglect Services, Inc.
Little Rock, Arkansas

United Auto Workers
Washington, D.C.

United Cerebral Palsy Associations, Inc.
New York, New York

United Church Board for Homeland Ministries, Division of Health and Welfare
New York, New York

United Communities for Child Development
Beaufort, South Carolina

United Neighborhood Houses of New York, Inc.
New York, New York

United Steelworkers of America
Washington, D.C.

Valley Child Care
Livermore, California

Virginia Coalition of Child Care Advocates, Northern Virginia
Chapter
Sterling, Virginia

Washington Committee for Day Care, Inc.
Washington, D.C.

Washington Pre-Schools, Inc.
Washington, D.C.

Women's Lobby
Washington, D.C.

AD HOC COALITION ON CHILD DEVELOPMENT
Signatories to May 4, 1977
Letter to President Carter.

Alabama Council on Human Relations
Auburn, Alabama

Amalgamated Clothing and Textile Workers Union
New York, New York

American Association of University Women
Washington, D.C.

American Coalition for Citizens with Disabilities
Washington, D.C.

Americans for Democratic Action, Washington, D.C.

Arkansas Community Organization for Reform Now
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Bank Street Day Care Consultation Service
New York, New York

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Washington, D.C.

Center for Children and Youth
Tallahassee, Florida

Center for Community Change
Washington, D.C.

Child Care '76 of Greater Dallas
Dallas, Texas

Child Development Associate Consortium
Washington, D.C.

Children's Defense Fund
Washington, D.C.

Children's Foundation
Washington, D.C.

Citizens Committee for Children of New York, Inc.
New York, New York

Commonwealth Child Development Committee
Governor's Office for Human Resources
Harrisburg, Pennsylvania

Communications Workers of America
Washington, D.C.

Community Service Society
New York, New York

Connecticut Day Care and Child Development Council of America, Inc.
West Hartford, Connecticut

Council for Children, Inc.
Atlanta, Georgia

Council for Exceptional Children
Reston, Virginia

Day Care and Child Development Council of America
Washington, D.C.

Day Care Council of Nassau County, Inc.
Hempstead, New York

Day Care Crisis Council
Chicago, Illinois

Deafpride, Inc.
Washington, D.C.

East Coast Migrant Head Start Project
Washington, D.C.

Fayetteville Community Child Development Council
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Montgomery, Alabama

Frank Porter Graham Child Development Center
Chapel Hill, North Carolina

FOCUS on Children
Great Falls, Montana

Friends Committee on National Legislation
Washington, D.C.

Institute for Urban Affairs and Research, Howard University
Washington, D.C.

Institute on Pluralism and Group Identy of the Jewish Committee
New York, New York

International Ladies' Garment Workers' Union, AFL-CIO
New York, New York

Governor's Commission on Children and Youth
Baltimore, Maryland

Junior League of Washington, Child Advocacy Committee
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Kentucky Citizens for Child Development
Leitchfield, Kentucky

Kentucky Youth Research Center, Inc.
Frankfort, Kentucky

League of Women Voters of the United States
Washington, D.C.

Learning Institute of North Carolina
Durham, North Carolina

Maryland Committee for the Day Care of Children
Baltimore, Maryland

Massachusetts Advocacy Center
Boston, Massachusetts

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Jackson, Mississippi

National Association for the Education of Young Children
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Erie, Pennsylvania

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Service Committee
Atlanta, Georgia

Suspected Child Abuse and Neglect Services, Inc.
Little Rock, Arkansas

The Independent Eye
Lancaster, Pennsylvania

United Auto Workers
Washington, D.C.

United Cerebral Palsy Associations, Inc.
New York, New York

United Church of Christ Board for Homeland Ministries, Division of
Health and Welfare
New York, New York

United Communities for Child Development, Inc.
Beaufort, South Carolina

United Neighborhood Houses of New York, Inc.
New York, New York

United Steelworkers of America
Washington, D.C.

Valley Child Care
Livermore, California

Virginia Coalition of Child Care Advocates, Northern Virginia
Chapter
Sterling, Virginia

Washington Committee for Day Care, Inc.
Washington, D.C.

Washington Pre-schools, Inc.
Washington, D.C.

Women's Lobby
Washington, D.C.

ZEAL Corporation
Dallas, Texas

Senator CRANSTON. We will now hear from Ms. Lasday.

STATEMENT OF DOROTHY LASDAY, COORDINATOR OF STATE PUBLIC AFFAIRS, NATIONAL COUNCIL OF JEWISH WOMEN, WASHINGTON, D.C.

Ms. LASDAY. I am Dorothy Lasday, former member of the National Board of the National Council of Jewish Women and currently coordinator of State public affairs for its National Affairs Committee. I appreciate the opportunity to appear before you today to discuss the issue of priority concern to the NCJW, child care and child development.

While these comments are the position of the National Council of Jewish Women, they reflect the experience of our members in their own communities, in day care centers, on boards, day care councils and various efforts that are underway on the care of children. This includes my own.

Currently, I serve as chairperson for the Dutchess County Child Development Committee, a committee established by our county legislature to coordinate child day care service in the county, and as vice president of the New York State Child Care Coordinating Council.

I request that my full statement be entered in the minutes. I have no intention of reading 12 pages. I couldn't make it in 5 minutes either.

The National Council of Jewish Women, with a membership of 100,000 in 200 local communities across the country, has had a concern for strengthening family life and the welfare of all children since its organization in 1893, 85 years ago. We have all kinds of resolutions that have been passed to strengthen family life and the strong sense of individual, family and community responsibility. I am not going into those now.

In 1972, as you know, the National Council of Jewish Women published the results of its 1970 national survey on day care, "Windows on Day Care." Congressional hearings and the more recent reports such as those by the National Academy of Sciences and the Carnegie Council on Children have shown that the findings and recommendations made in "Windows on Day Care" are still valid today. Consequently, we reprinted it. We determined that legislation was needed to provide comprehensive child care services for families desiring them and we had six major parts that that legislation should include.

But, today, there is a different climate when services for children and families are discussed, than there was in 1972. Before we can discuss the implications of such recommendations we have got to document the need for support services to families, including child care, document the need for standards to protect children receiving services, and document the need to implement successful pilot programs rather than begin new pilots.

It is difficult to comprehend in 1978 that it is necessary to document the need for: (1) child care programs; (2) a Federal role in funding such programs and in ensuring standards for adequate care; and (3) programs to serve children from a wide socio-economic range of families.

Yet, the outcry against the proposed Child and Family Services Act in 1975, and remarks made at workshops on child care during many of the IWY State meetings in 1977 clearly indicate that a case must be made, not only to document the need, but also that the services to meet the needs are as "American as apple pie," which was the slogan on the banner displayed by the Wisconsin delegation during the child care debate at the National Women's Conference in Houston in December.

The statistics have been well publicized at congressional hearings and in your initial statement, Senator Cranston, and by Assistant Secretary of HEW Martinez. The labor force participation of working mothers in 1977 clearly indicates the need to have adequate child care.

Another indicator of the need for child care is the number of children living with a single parent, now 8.6 million, 1 in every 7 children, an increase of 67 percent since 1960. Most of these children live in families headed by women, 65 percent of whom work.

The National Child Care Consumer Study confirms that single employed parents are twice as likely to use a day care center than a two-parent household where both parents work.

A Federal role in funding child care is needed. A cross-national study of social services conducted by Kahn and Kamerman under an HEW grant has graphically shown that the United States is the only Western industrialized country which does not have a national policy of child care. Currently, as Secretary Martinez delineated, the Federal Government provides limited funding for child care chiefly as a tool to move low-income mothers off public assistance and into jobs, a tax credit up to $800, and a limited funding for child care as a protective service to prevent foster care if the mother is incapacitated, and also to prevent abuse or neglect.

When title XX of the Social Security Act was passed, with the removal of the categorical relationship to income maintenance for those who need services, there was great expectation and hope that services would become available to the poor not eligible for cash grants: intact families, single parents of modest income, those who need services but cannot afford the full cost of those services.

All these families would have been eligible for subsidization under the classification of "income eligible." But, in most States and in local social service districts, the elimination of the title IV–A mandate for past and potential recipients resulted in a dropping of the subsidization rather than the implementation of an optional sliding fee scale.

New York State made this sliding fee scale optional for 1977 fiscal year. In fiscal year 1978 we have found the spread of the reduction of services not only in New York State but in New Jersey, Kentucky and across the country.

Removing the mandate for day care for "income eligibles" in my own county caused the elimination of more than half the children cared for by funding from the county department of social services. New York State interpreted implementation of title XX as removing the mandate for day care for AFDC mothers in training for employment, and other States followed soon after, so that mothers of preschool children can no longer take training for employment, and mothers of school-age children receiving AFDC, only if the training coincides with the child's school schedule of daily hours and school-free days.

The impact in my county was greatly reduced because community development funds from the city of Poughkeepsie and United Way funds for county children have provided day care scholarships for the "income eligible" families and for AFDC mothers in training for employment. The community development funds should have gone to construct a day care center badly needed in a State-funded public housing project. Now that Poughkeepsie's community development funds are being reduced, there will be less money for these social development programs.

I bring this to your attention because I think we have to examine what is going on. We have to find ways that Congress can carefully examine how current and future legislation and appropriations impact on family and children. We shortchange our children's future when we use cutbacks in programs essential to children to produce needed fiscal reductions primarily because the children are not a local electorate that speaks for itself, as are other segments of the population.

Last spring we produced a day care crisis statement, which I brought a copy of, which has four case histories describing what has happened with these cutbacks, and I also brought the statement we made to the Mondale-Brademas hearings on February 20, 1975, which still applies. I thought that that would be a better way than trying to put all of it in my 5 minutes. I also submit a copy of our letter objecting to the OMB circular prohibiting use of Federal real property for day care.

[The prepared statement of Ms. Lasday follows:]

NATIONAL COUNCIL OF JEWISH WOMEN
15 East 26th Street
New York, N.Y. 10010

TESTIMONY BEFORE THE SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT OF THE COMMITTEE ON HUMAN RESOURCES UNITED STATES SENATE IN SUPPORT OF A DAY CARE AND CHILD DEVELOPMENT PROGRAM

FEBRUARY 8, 1978

I am Dorothy Lasday, former member of the National Board of the National Council of Jewish Women and currently coordinator of State Public Affairs for its National Affairs Committee. I appreciate the opportunity to appear before you today to discuss an issue of priority concern to the NCJW: Child Care and Child Development. While these comments are the position of the NCJW, they reflect experiences of our members in their own communities, including my own. Currently, I serve as chairperson of the Dutchess County Child Development Committee, a committee established by the County Legislature to coordinate child day care services, and as vice president of the New York State Child Care Coordinating Council.

The National Council of Jewish Women, with a membership of 100,000 in 200 local Sections across the country, has had a concern for strengthening family life and the welfare of all children since its organization in 1893, 85 years ago. At our biennial convention in New York City in March, 1977, our delegates adopted resolutions relating to a wide range of services and social policies concerning children and families, under the following statement of belief:

> HUMAN WELFARE
>
> The National Council of Jewish Women believes that a healthy community, sound family life and individual welfare are interdependent. It believes, therefore, that our democratic society must give priority to programs which meet human needs and that the public and private sectors must cooperate to achieve this end.

Elsewhere, our National Resolutions contain statements of belief with references to:

"a strong sense of individual, family and community responsibility" and the belief that "the freedom, dignity and security of the individual are basic to American democracy".

For many years we have adopted biennially a resolution:

"To work for the development, expansion and adequate financing of quality comprehensive child care programs for all children."

This was reaffirmed last March after careful consideration of current needs as seen in our local communities.

In 1972 the National Council of Jewish Women published the results of its 1970 national survey on day care, Windows on Day Care. Congressional hearings and more recent reports such as those by the National Academy of Sciences and the Carnegie Council on Children have shown that the findings and recommendations made in Windows on Day Care are still valid today. We determined that legislation was needed to provide comprehensive child care services for the families desiring them and that such legislation should include:

1. Well defined standards not lower than those of the Federal Interagency Day Care Requirements of 1968 (FIDCR).
2. Parental involvement in development of programs.
3. Opportunities for socio-economic mix among enrollees in day care facilities.
4. Funds for training of child care personnel.
5. Allocation of public funds (grants to public and private non-profit agencies only).
6. Full subsidization of quality care for children of low income families and partial subsidization, on a sliding fee scale, for children whose families are above the poverty level, but not able to afford the full costs of care.

But today there is a different climate when services for children and families are discussed, than there was in 1972. Before we can discuss the implications of such recommendations, it is necessary to document (1) the need for support services to families, including child care; (2) the need for standards to protect children receiving service; and (3) the need to implement successful pilot programs rather than new pilots.

1) The Need for Support Services, including Day Care

It is difficult to comprehend that in 1978 it is necessary to document the need for: a) child care programs; b) a Federal role in funding such programs and in ensuring standards for adequate care, and c) programs to serve children from a wide socio-economic range of families. Yet the outcry against the proposed Child and Family Services Act in 1975 and remarks made at workshops on Child Care during many of the IWY State Women's Meetings in 1977 clearly indicate that a case must be made, not only to document the need, but also that the services to meet the need are "As American as Apple Pie", the slogan on the banner displayed by the Wisconsin delegation during the child care debate at the National Women's Conference in Houston in November.

a) Child Care Is Needed

The labor force participation of working mothers in 1976 clearly indicates the need to have adequate child care programs available for those women who need that child care. A higher percentage of mothers work today than women without children under age 18, and this percentage has increased dramatically since World War II. The percentage of mothers of children under age 18 who are working was:

9% in 1940,
27% in 1955,
35% in 1965, and
49% in 1976.

Nearly half of all children under age 18 in March 1976 had working mothers, including 6.4% of those under the age of 6. While the total number of children under age 18 dropped between 1970 and 1976, the number whose mothers were in the work force increased, primarily because the mother's income was needed. For 26.1% of the families where both the husband and wife work, the husband's income was under $10,000 per year, a total of 9.2 million families. For 4.5 million families, two incomes were needed for the family to remain above the poverty level.

Another statistic that is an indicator of the need for child care is the number of children living with a single parent, now 8.6 million, one in every seven children, an increase of 67% since 1960. Most of these children live in families headed by women, 65% of whom work.

The National Child Care Consumer Study, a telephone sampling done in 1976, confirmed other studies which show that relatives and in-home caregivers provide substantial portions of the child care given on a full-time and regular basis. But it also indicated that single, employed parents are twice as likely to use a day care center than a two-parent household where both parents work. Moreover, single parents tend to pay more per week, both on a per capita and a mean cost basis, even for child care in their own homes, necessitating some government subsidization.

b) A Federal Role in Funding Child Care Is Needed

A cross-national study of social services conducted by Kahn and Kamerman under an HEW grant has graphically shown that the United States is the only Western industrialized country which does not have a national policy for child care. Currently, the Federal government provides funding for child care chiefly as a tool to move low-income mothers off public assistance and into jobs, primarily through Titles IV-A and XX of the Social Security Act (SSA). In addition, a tax credit of up to $800 was provided by the Tax Reform Act of 1976 for child care expenses of working parents. There is limited funding for child care as a protective service to prevent foster care if the mother is incapacitated, and also to prevent abuse or neglect.

When Title XX - SSA was passed, with the removal of a categorical relationship to income maintenance for those who need services, there was great expectations and hope that services would become available to the poor not eligible for cash grants: intact families, single parents of modest income, those who need services but cannot afford the full cost of those services. Because of the Social Services ceiling and because of the fiscal crisis in many states and localities, the new concept of Title XX has not been implemented. In New York State, in the local social services districts outside New York City, the removal of a mandate for services for past and potential recipients, which was an important mechanism for providing day care services for working women of modest income under Title IV-A, has caused a great reduction in the subsidization of child care services. While all these families would have been eligible for subsidization under the classification of "income eligible", the elimination of the state mandate for FY 77 resulted in the dropping of the subsidization rather than the implementation of an optional sliding fee scale. FY 78 has seen the spread of the reduction in services, not only in New York State but in New Jersey, Kentucky, and elsewhere.

Removing the mandate for day care for "income eligibles" in my own county caused the elimination of more than half of the children cared for by funding from the County Department of Social Services. The mandate for day care for AFDC mothers in training for employment was also eliminated, so that mothers of preschool children can no longer take training for employment, and mothers of school-age children only if the training coincides with the child's school schedule of daily hours and school-free days.

The impact in Dutchess County was greatly reduced because Community Development funds from the City of Poughkeepsie and United Way funds for county children have provided day care scholarships for "income eligible" families and for AFDC mothers in training for employment. The Community Development funds should have gone to construct a day care center badly needed in a state-funded public housing project. Now that Poughkeepsie's CD funds are being reduced, there will be less money for those social development programs. The United Way funds formerly went for scholarships for the children of working families of modest income. There is no assistance for those families now.

Obviously, there are jobs available for women in Dutchess County. While the number of children in the day care centers subsidized by the county department of social services (DSS) has been greatly reduced, and day care service is being purchased only in two centers as compared to nine or ten, the number of children for whom DSS purchases services has risen to some 240 in baby-sitting under Title IV-A. None of the more than 200 baby-sitters are being paid the minimum wage. There is no control over the quality of care or of nutrition. Mothers call asking for assistance because of what they view as neglect or mistreatment, but there is no recourse, except to find another sitter. The NCJW has repeatedly reaffirmed its support of Federal standards for Federal financial support of day care for children.

The efforts of the Congress to provide additional funds for child care for FY '77, totalling $200 million, has been blocked because the states have mainly used the funds for covering of administrative costs permitted in the Federal regulations implementing Title XX - SSA. The regulations covering services under Title IV-A did not allow the inclusion of salaries of supervising personnel as a service cost, and the definitions of "service" were carefully restricted. Consequently, under Title XX many services directly related to income maintenance are classified as "social services", greatly limiting the funds available for the purchase of direct services such as child day care and homemaker home health aides. Moreover, so much of the budget now goes for accountability activities, the amount of money available for services is greatly reduced. But what is being accounted for? Is it justifiable to say that it is provision of services if the district staff is determining eligibility and charging time spent against child care, when most of the time has been spent in budget review and recalculation because the ADC mother has found a job?

Since Federal subsidization of child care is needed not only for the working mother, but also to meet the needs of the individual child, as clearly defined in Title XX, SSA, and to prevent not only foster care but also child abuse and neglect, it may well be that there needs to be a variety of sources of Federal funds, not depending primarily on the Department of HEW programs of Head Start for the disadvantaged, and Title XX for the working mother receiving a cash grant for income maintenance. Working parents in need of subsidization of their child care costs, obviously a relatively small group of those using all kinds of child care, are not apt to receive any consideration from the welfare system, nor do they want to be linked to it.

It has become increasingly apparent that the block grant approach for funding of services with limited mandates, as exists with Title XX funding, is not going to provide funding for services needed by children and their families, such as day care. If we believe in the work ethic, if we believe that single parents should have the right to support their families, if we believe that women have the right to work to increase the family income so that their children can have a decent home and nurturing, if we believe that there should be support services to stabilize the family and prevent foster care when the mother is incapacitated, then we need separate legislation to fund programs aimed to meet the needs of these children and their families.

c) Programs Should Serve a Wide Socio-economic Range of Families

The NCJW has found that our community services are always of higher quality, with greater community support, when they serve all segments of the population. There is resentment when services are offered only to the very poor when others need them as well. This is especially true for child day care, where those most in need of the service — the working families of modest income eligible for subsidized service on a sliding fee scale under Title XX optional eligibility —

cannot afford the full cost and are denied participation in the subsidized programs. An obvious, much publicized example of this is the largest day care program in the country, operated by New York City, where state cut-backs in eligibility levels forced out families who were paying for a large part of the cost of service and they had no place to go for the service. (In part this is not a good example because the high cost of service in New York City was caused by directly negotiated leases by the city with property owners; rents are still being paid on leased facilities which have been closed, money which should go to care of children.)

2) The Need for Standards for Child Day Care

The National Council of Jewish Women enthusiastically supported the legislating of minimum Federal standards for child day care by the 93rd Congress with the enactment of Title XX of the Social Security Act in 1975. Our pleasure was somewhat diminished because the enacted standards were lower than the 1968 Federal Inter-agency Day Care Requirements. In particular, we were disturbed that the FIDCR mandate for an educational component was changed to a recommendation, rather than a mandate. There is ample evidence in the many studies funded by the Office of Child Development of the importance of educational programming, even for infants and toddlers.

We support such standards not only for Head Start and ESEA day care projects and those funded under Title XX - SSA, but also child care services provided through increases in the cash grants to ADC working mothers. Presently there is no accountability for expenditure of these funds, whether in licensed care in day care centers or family day care homes, or in unlicensed, inadequate, or unsafe care — or even if it is spent on child care at all. While child day care funded under Title IV-A of the SSA before the enactment of Title XX was required by Federal regulations to meet FIDCR standards or the baby-sitter paid the Federal minimum wage, there appears to be no such requirement by regulation at this time.

In New York and New Jersey, as well as elsewhere where state standards for child care have never been up to the FIDCR level, we are hearing that state and local social services officials are insisting that their only mandate for Title IV-A funding for child care is custodial care at the lowest cost! They are even circumventing their own state licensing requirements. Proprietary centers are told that they do not have to provide hot lunches, but instead may have the child bring a lunch. On a visit to one such center, not in my own county, I saw my first mashed potato sandwich outside of the comic strips. Another child's lunch was half a stack of crackers and the milk provided by the center. These were not children of poor families, but obviously came from homes under severe time pressure or other stress. The Congress funded the School Lunch Program and the Child Nutrition Programs because of the importance of nutritional standards for young children. Government, both Federal and State, has a responsibility to see that children are protected from harm. Owners of proprietary centers who support the FIDCR standards as important for the welfare of their charges are just as shocked by this lack of concern as we are.

The major reason given for lowering or eliminating standards is cost, that we cannot afford the high cost of quality child care. Yet creative management techniques and pooling of resources have demonstrated that quality care can be provided for costs equivalent to that of unlicensed care. In Memphis, Tennessee, the Community Day Care and Comprehensive Social Services Association has been able to provide day care in centers all over Shelby County meeting FIDCR requirements for a cost of only $1 per week more than unlicensed center care! The cost in January 1976 was under $30 per week.

Family day care can be upgraded by the provision of circulating staff to a cluster of homes to provide needed educational components. There have been such programs in New York City, clustered around a day care center to provide support services and enrichment; in Ithaca, New York, where a resource center provides similar support services through the Day Care and Child Development Council of Tompkins County, funded through the Appalachian Council program; and in Los Angeles by the National Council of Jewish Women's pilot program called Home-Safe, which has been taken over for continued operation and expansion by a community health center. Such a clustering provides continuity of care if the family day care provider should become ill or have a family emergency, or simply need a vacation.

The NCJW nationwide survey of day care facilities, Windows on Day Care, clearly indicated that working mothers reported far greater satisfaction with children in day care centers than in their own homes or in day care homes because they were not satisfied to have their children receive only custodial care.

3) Need to Implement Successful Pilot Programs

HEW has implemented a wide variety of pilot programs which had already demonstrated their usefulness. Their results have not been widely disseminated. Consequently, we read in the various child development news bulletins about proposals to initiate "new" pilot programs that have already been proved. Not all of these pilot programs have been funded by HEW. For example, the proposal by Representative Andrew Jacobs, Jr., of Indiana to establish 10 pilot projects in each Federal region to provide child development services through the public schools to children ages 8 months to 4 years, has had an extensive and successful implementation in New York State, known as Pre-Kindergarten Program. It has two elements: a half-day program for three and four year olds in school and an outreach program which works with the mothers and younger children in their own homes and in resource rooms at the school. The program operated by the City of Poughkeepsie School System is located in an empty public school for families whose eligibility is determined in much the same manner as Head-Start, for low income population. The "home-start" phase of the program has also had a pilot operation funded by HEW in the ten Federal regions, expanded from an effort also piloted in New York State, in Nassau County.

This home intervention program has been successfully demonstrated also in Israel by the NCJW Research Institute for Innovation in Education. The NCJW and the NCJW Research Institute organized and sponsored a series of colloquia in the spring of 1976 in cooperation with the Graduate Schools of Education at Harvard University, the University of Chicago, the University of California at Los Angeles, Teachers College of Columbia University, and the United States Office of Education. These served as a forum for an exchange of findings. Because of the impact of that first dialogue, the United States Office of Education and the NCJW Research Institute organized a two-day conference in Washington on January 19-20, 1978.

It is important to collate the results of the many pilot programs funded by the United States Department of Health, Education and Welfare with those pilot programs funded by foundations, state departments of education, and research done elsewhere, so that we do not spend scarce follars for pilot programs which have already proved successful, but use the funds to begin broad implementation.

4) Other Crisis Issues

Last Spring the NCJW prepared a working paper on "The Current Crisis in Child Daycare Services". In today's statement we have already discussed three of the issues:

1. Insufficient funds and diversion of funds for child daycare for administration and other services.
2. New directives permitting states and local social services agencies to use Title XX funds to a greater extent for administrative costs, reducing funds for services.
3. Lack of commitment to reasonable standards, thus lowering the quality of service and permitting institutional neglect.

We have not presented in detail three other problems covered in that paper:

4. Reimbursement policies of both HEW and USDA which make for difficult cash-flow problems and insufficient funds for fixed costs.
5. Different eligibility criteria for Title XX day care services (HEW) and the Child Nutrition Program (USDA), making center bookkeeping complicated and expensive (can only be resolved by Congressional action).
6. Internal Revenue Service's denial of tax exemption under Section 501. c. 3 for child day care centers unless they can qualify as an educational institution (reinterpretation of "charitable").

Conclusion

The National Council of Jewish Women appreciates this opportunity to share with you some of our concerns about child day care and child development. The statement we presented at the Joint Hearing on the proposed Child and Family Services Act three years ago (February 20, 1975) is still valid for discussion of the six recommendations for comprehensive child care legislation from Windows on Day Care, listed early in this statement.

It is essential that the Congress carefully examine how current and future legislation and appropriations impact on families and children. We short-change our children's future when we use cut-backs in the programs essential to children to produce needed fiscal reductions, primarily because the children are not a vocal electorate which speaks for itself, as are other segments of our population.

NATIONAL
COUNCIL
OF JEWISH
WOMEN
15 EAST 26th STREET, NEW YORK, N.Y. 10010 (212) 532-1740

ESTHER R. LANDA, NATIONAL PRESIDENT

MARJORIE MERLIN COHEN, EXECUTIVE DIRECTOR

The Current Crisis in Child Day Care Services

Summary

Child day care services are part of a social services program designed to encourage self-support and self-reliance, strengthen family life, and protect children. Despite the efforts of the Congress to extend the availability of such services through passage of Title XX of the Social Security Act and to provide additional funds through P.L. 94-401, the number of children being served has been decreasing.

Governmental decisions which have contributed to the current child day care crisis include:

1) Insufficient funds and diversion of funds intended for child day care to other services or to administration. (Case histories are included delineating the effects of elimination of the service, demonstrating that the service had indeed been strengthening the family and assisting the family to become self-sufficient and self-supporting.)

2) New directives permitting State and local social services agencies to use Title XX funds to a greater extent for administrative costs have greatly reduced the funds available.

3) Lack of commitment to reasonable standards for staff-to-child ratios is lowering the quality of services, permitting institutional neglect.

4) Reimbursement policies make for difficult cash-flow problems and insufficient funds to pay for fixed costs -- involves both SRS rules (HEW) and USDA/CNP.

5) Different eligibility criteria for the day care service (HEW) and the Child Nutrition Program (USDA) make center bookkeeping very complicated. (Needs Congressional action to change.)

6) The Internal Revenue Service has denied or delayed tax exemption under 501.c.3 to child day care centers. (Exemption granted as educational institutions in 1977, not as charitable.)

7) The Tax Reform Act of 1976, Title XI, Section 601, has had adverse effect on family day care providers who are not agency certified. (Action by 95th Congress corrected this.)

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The Current Crisis in Child Day Care Services

Child day care services are part of a social services program designed to achieve the objectives of encouraging self-support and self-reliance, strengthening family life, and the protection of children. Despite the efforts of the Congress to extend the availability of such services through passage of Title XX of the Social Security Act, which permits Federal financial participation (FFP) in the cost of free day care services to children of families with up to 80% of the State median income, the number of children being served has steadily decreased.

Four case histories delineating the effects of this elimination of child day care services follow. They clearly demonstrate that day care had indeed been strengthening the family and assisting the family to be self-sufficient and self-supporting.

CASE HISTORY I

A mother of four children, divorced, receives only sporadic financial assistance form her husband. She works as a full-time secretary. Her children range in age from 6 to 12 years. Full-time work and the problems of growing children, household chores, school contacts, and additional parental responsibilities were only possible to endure for this mother with the assistance of child day care services.

When these services were lost because the county social services plan discontinued funding of child day care services for income eligible families (not receiving a cash grant), the family situation became unbearable for this very conscientious mother. She agreed to divide the family, with the two older children becoming the father's responsibility. While this might sound like a good solution, the emotional repercussions from such a step are undetermined.

Thus far this mother has not found a solution for her other two children and depends on scholarships from fund-raising by the day care center.

CASE HISTORY II

A family has eight members: mother and seven children. Two of the children are in high school; the other five attended a day care center, two full-time and three part-time (school age).

The mother earned enough money working in a State institution to support her family. However, she needed day care services to keep her job and provide for her family. When day care was

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disallowed, she quit her civil service job and applied for AFDC. She is now staying home with her children. She no longer has health insurance. She does not pay taxes any more. A comparison of the cost to the taxpayers shows:

Cost of Day Care	Cash Grants & Food Stamps
$125. per week for:	$468./month, AFDC
2 full-time and	128./month, Rent
3 part-time day care slots	$596./month, Cash Grant
	+ 298./month, Food Stamps value
	$894./month
$6,500 per year	$10,728 per year + Medicaid

CASE HISTORY III

DSS and the county health department referred a deprived, multi-problem, emotionally disturbed family with two children for immediate crisis therapy and intervention. The long range goal planned for the father, a polio victim, was to obtain work. Therapy, direct services, time and effort on the part of many staff members were invested to assist family stability. The family has cooperated in the treatment plan for the two children.

The father, consistent with the long range plans, secured a job. Because his income exceeded the limit by $75, his case with DSS was closed immediately. Medicaid had covered the entire cost of day care for the two children (full-time for one and part-time for the other). Medicaid services were eliminated just when progress was being made in the treatment of the two children. The family cannot afford psychiatric services or day care. It is important to note that treatment services were prescribed and approved by the DSS medical director. Progress in therapy is, of course, predicated upon continuity in treatment.

The family and the staff are placed in a bind. Services have continued but face termination because of cuts in the agency's budget. Demoralization and depression have begun. In the long run, the breakdown of the family will cost far more than continuation of Medicaid benefits.

CASE HISTORY IV

A parent receiving AFDC for some years decided to start a business with the financial backing of a friend. Her hope was to build the business to the point where she could go off welfare entirely. Initially, DSS agreed to place the children in the center at a specified rate. Based on that agreement, the children were enrolled for a three-week period.

As a matter of routine, DSS demanded verification of the woman's income from the business. But the newness of the business would not allow even a projected "token" income. Since she could not show an income, DSS ruled she did not need day care. If she could show an income, it would have resulted in a reduction in

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her monthly assistance. .It was a "catch-22" situation. In the meantime, they have agreed to pay more per week for baby-sitting bills than the original cost of the day care center, with the children placed in an inferior environment.

The local department of social services (DSS) has forced increased cost to the taxpayer because of its unrealistic policy.

Government decisions which have contributed to the current child day care crisis include:

1) Insufficient funds and diversion of funds intended for child day care to other services and to administration.

HEW: The high rate of inflation has cut the number of children served in States with the largest programs because there has been no increase in the ceiling on social services funds since that ceiling was set by the Congress in 1972, costs of all services have escalated, and, in addition, there has been increased demand for mandated services.

The Congress attempted to relieve this problem by passage of P.L. 94-401, signed into law on September 7, 1976, which provides an additional $240 million in funds for child day care services. Very little, if any, of this money will be used for direct services to children, from an inquiry to NCJW State Public Affairs Chairwomen and Section leaders across the country. Both the delay in issuance of Federal Regulations until December 21, 1976, and the acute fiscal problems of many States and their cities contributed to cut-backs in services in those States with Title XX fiscal year which began October 1, 1976, but not apparent in the dollar budgets of their Comprehensive Annual Social Services Program Plan. One example: For New York State, in 25 counties which had provided free child day care services to eligible families with incomes under 80% of State median income (SMI), eligibility is now limited to those families receiving, or eligible to receive, cash grants, but only if the lone child caretaker is employed. Eliminated were services to families with the caretaker in training -- including AFDC teen-age mothers in high school -- and to handicapped AFDC recipients in treatment programs, as well as the employed "income eligible" families. Additional counties reduced eligibility to 62% of State median income. Then, effective April 1, 1977, the State proposed to amend the State plan and limit free day care to families with 62% of SMI, adjusted to family size, and to reinstate a sliding fee scale above that, if the local district has chosen to fund "income eligible" families in the county plan. Gone is the uniform, statewide eligibility, after years of efforts to achieve it under Title IV-A of the Social Security Act.

But insufficient funding is not the only governmental decision contributing to the current child day care crisis.

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2) New directives permitting State and local social services agencies to use Title XX funds more extensively for administration.

HEW: Title XX administrative problems have further reduced and/or weakened child day care services. The increasing use of Title XX funds for staff and other administrative costs by both State and local social services agencies has resulted in annual decreases in available funds for purchase of child day care services, especially in those States which have been exceeding their Title XX ceilings. In States which over the years have provided very little funds for purchase of direct services for recipients, it had been hoped that Title XX would create the climate for increasing services such as child day care and homemaker-home health aides, through the citizen participation mechanism. Instead, the States have found new ways to charge against the Title XX ceiling the costs of agency administration and salaries, with 75% FFP instead of 50%. Much of this cost is spent for salaries of local agency workers who do intake, investigation and, in many cases, deny purchase of services to applicants. After all, department caseworkers do provide "direct" services. But purchase of services has been greatly reduced and thus services to help families become self-sufficient and self-supporting.

3) Lack of commitment to reasonable standards, permitting institutional neglect.

HEW: Lack of commitment in HEW, especially SRS, to the standards necessary for protection of children in day care is directly responsible for lowering of staffing standards in States which were committed to the Federal Interagency Day Care Requirements of 1968 (FIDC), and for reinforcing the reluctance to raise staffing standards in States which have been allowing institutional neglect -- 25 States with staff/child ratios for 4 to 5 year old children in ranges 1/14 and 1/20, or no standards at all. The Federal Regulations implementing PL 94-401, published December 21, 1976, actually encourage lower standards for proprietary "for-profit" centers and allow FFP for purchase from such centers, to the competitive disadvantage of the voluntary non-profit centers attempting to meet standards required for quality care of children -- standards necessary to ensure the developmental care needed for a pre-school child away from home. More than staffing standards is involved. In some States proprietary "for-profit" centers are not required to serve hot lunches; children bring paper bag lunches from home. In other States there is no health or fire safety inspection for "for-profit" centers.

The changes in staff/child ratios for school-age children, legislated when Title XX was enacted, established staffing patterns considered unsafe by traditional agencies providing recreation programs after school and on school-free days, such as Boy Scouts, Girl Scouts, Campfire Girls, YMCA, YWCA, settlement houses and community centers. Their standards require 1 adult for every 8 children under age 10 and at least 2 adults with each group (not one). Any Cub Scout den mother or Brownie Scout leader knows from experience the validity of such standards.

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4) Reimbursement policies make for cash flow problems and insufficient funds for fixed costs.

HEW: In New Jersey and in other States, reimbursement policies under Title XX require denial of all payment for services to the day care center by the State if the attendance figure drops below 80% in centers with 100% enrollment of DSS - funded children! In many States there is no payment for legitimate absences such as sick child, sick parent, parent's vacation. But the center must continue to pay its staff, its rent, its utilities. Voluntary, non-profit community-sponsored day care centers have no income source to absorb such financial losses and constant cash-flow problems.

5) Different eligibility criteria for day care services (HEW) and Child Nutrition Program (USDA)

USDA: There are serious child day care fiscal problems generated by Federal agencies other than HEW. The Department of Agriculture has mandated detailed record-keeping for reimbursement for cost of meals and snacks in day care centers under the Child Nutrition program, then later denied reimbursement. Moreover, the Region II office of USDA (Princeton, NJ) has ruled that meals for staff cannot be reimbursed under the CNP, although the staff must eat with the children to supervise as well as to provide an educational service. The complex computation of eligibility for CNP, based on school lunch eligibility for free and reduced price meals, has an entirely different eligibility base than that for Title XX child day care service. Yet the service must include meals and snacks as an integral part, and the fee must be the same to all, independent of family income, for DSS funding, with other scholarship aid allowed, of course. Despite a specific prohibition in the Child Nutrition Act of 1975, in many counties in several States the food cost reimbursement under CNP is counted as cash income, reducing the reimbursement rate from DSS.

In addition, USDA established accounting and food service management practises for the Child Nutrition Program, which could not be implemented by the limited staff of the day care centers, nor was it possible because of the serious cash flow problems characteristic of this service. The protests were so great that the management practises instructions appear to have been withdrawn.

6) Internal Revenue Service has denied 501.c.3 tax exempt status for day care centers in New York State and delayed rulings elsewhere.

IRS: A major problem which could cause total dismantling of day care centers for moderate income working families has arisen because of action by the Internal Revenue Service. The Brooklyn office of the District IRS has ruled by phone to deny tax exemption under Section 501.c.3 originally to three centers in widely separated New York counties (Albany, Dutchess and Tompkins), thus cutting them off from

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funding of scholarships, deficit financing, purchase of equipment, etc., through donations from United Way/Fund agencies, other charitable voluntary organizations such as service clubs, and contributions from individuals giving them a tax deduction. At first IRS indicated that tax exemption would be denied any day care center which had less than 70-75% federally funded children. With FFP eligibility levels for a family of 4 in New York State varying from $15,600 in New York City (with a fee charged for those earning more than 80% SMI) to 36,396 for Albany and Dutchess counties, there would have been no equity. Later IRS indicated that tax exemption eligibility would require a simple majority of children from families with incomes below the federal poverty level. This would eliminate most of the day care centers in New York State. No employed AFDC family in New York State, and no AFDC family in the City of New York, has income below the poverty level.

In other IRS regions there have been long delays in rulings on day care center applications for tax exemption, frequently longer than a year.

IRS appears to be redefining "charitable" to mean services only to the poor and needy, which the constitution of the State of New York designates as a responsibility of government. Moreover, this limited definition ignores the responsibility accepted by the voluntary not-for-profit agencies to provide partial subsidization of services to modest and middle income families, of which child day care is only one of a wide range of services.

Tax exemption under 501.c.3. is available to educational institutions also, including nursery schools. Moreover, the licensing regulations of the New York State Department of Social Services require that day care centers have a New York State certified teacher as program director. The educational program for pre-school children in the centers is not distinguishable from that in nursery schools. But the Brooklyn District IRS office has refused to consider day care centers as educational institutions. It did reverse the ruling denying tax exemption to the Albany County center because it offers both kindergarten and nursery school programs as well as full-time day care. (Also, Dutchess and Tompkins later in 1977 as "educational" institutions.)

IRS/USDA: In addition, loss of 501.c.3. tax exempt status means loss of eligibility for the USDA Child Nutrition Program. USDA allows only one year for the day care center to obtain the IRS ruling -- and the time lapse is frequently much longer.

7) The Tax Reform Act of 1976 has had adverse effect on family day care providers who are not agency certified. 1977 Amendment Corrected

TAX LAW: Changes in the Tax Reform Act of 1974 affecting in-home businesses will have a drastic effect on those family day care providers who are not agency certified -- licensed providers who would be used by those families who were cut off from subsidization when income eligibles were eliminated from service under Title XX Comprehensive Annual Social Services Program (CASSP) Plan. In the

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State of Washington, family day care providers are licensed by the State as In-Home businesses. The 1976 Tax Reform Act, Title XI, Section 601, makes major changes in the deductions allowed. These providers take care of from 3 to 6 children for 10 to 12 hours per day, 5 days per week, for an income of $4,200 per year. The provider will now have to pay $400 to $800 in taxes! The problem is the same in many states, including New York.

Those family day care providers certified by either public or private agencies are not considered In-Home Businesses, accordining to a 1976 national tax ruling by IRS for New York State, since the agencies determine eligibility for services and set the fees to be paid. But we understand that there are discussions underway that may have a major impact on the cost of this service, if the ruling si made requiring that family day care providers be paid the federal minimum wage if federal funds are involved. This ruling is already in effect for baby-sitters funded under AFDC cash grants. This makes the cost of both of these alternate child care services comparable to, or higher than, the cost of group child day care services.

NCJW believes that deductions under the tax law should be permitted for providers of licensed family day care services.

1977 Amendment

CONCLUSION:

Currently there is a desperate struggle to maintain existing child day care services and to prevent further deterioration in the quality of that service. There is need for public education on the why of child day care services and what the service actually is.

Until the United States establishes as policy a commitment to services for children and their families, with the primary goal of strengthening family life -- with concern for the child a "given", there will not be adequate child day care services for childen of working parents, for children of families in crisis, and for prevention of juvenile delinquency and child abuse and neglect. Most in need are the children of working single parents, of the very young mothers, of parents in training, of families under stress, of former drug and alcohol addicts.

In the long term, it should probably be a public responsibility to provide facilities and pay for staff, with planning for facilities included in public housing, apartment houses, and as part of parks and playgrounds (now done in European countries), with locations based on population. The primary concern should be for the needs of children, rather than only the needs of parents or of society. Emphasis must be on the availability of the service to those who want it -- universally available, but voluntary. If the needs of children are met, the needs of society will be satisfied.

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Senator **Cranston**. Thank you very much. We will now hear from Dr. Aronson.

STATEMENT OF DR. SUSAN ARONSON, REPRESENTING THE AMERICAN ACADEMY OF PEDIATRICS

Dr. **Aronson**. Mr. Chairman and members of the committee, I am Susan Aronson. I am a pediatrician and assistant professor of community and preventive medicine in pediatrics at the Medical College of Pennsylvania. I am the health consultant for day care for the State of Pennsylvania and today I am testifying on behalf of the American Academy of Pediatrics.

The American Academy of Pediatrics is an international association of pediatricians who provide care to infants, children, and adolescents. Since the establishment of the academy in 1930, its members have been dedicated to improving the health and welfare of children, including their intellectual and behavioral development. The academy's goal is the attainment by all children of their full potential for physical, emotional, and social health.

I, too, cannot in 5 minutes give you all the testimony which I am submitting for the record in written form, but I would like to summarize and amplify on some specific points.

I want to emphasize that we are willing to be a resource for the committee for future activities, including the development of legislation. Our primary concerns are: That any funding and legislation include monitored safeguards for children through regulation at the Federal level; requirements for parent participation; coordination of day care services with health services so that children get the health services that they need; provision of day care staff training to achieve compliance with any regulations and technical assistance as necessary; and finally, that services be available to children on the basis of their families' need for care, not on their financial eligibility for care.

We are concerned about the segregation of children that is resulting from the use of title XX services to select a population of children who generally end up receiving care together. We are interested in seeing children whose parents can financially subsidize their care receive care side by side with those who receive public subsidy. More children would benefit thereby from the Federal public standards for quality child care.

Good child health results from strong family structure when it is supported by a child-oriented physical and emotional climate. We have some specific suggestions in our booklet on "Recommendations for Day Care Centers for Infants and Children," which I will submit to the subcommittee for its review on what constitutes a healthy child-oriented physical and emotional climate.

We believe that child care is necessarily labor intensive. It requires high levels of interpersonal interaction which are essential to fostering child development. This means that we need adequate numbers of competent child care givers and it also means that child care is unavoidably costly. To make child care less costly means either paying child care workers poorly, or pushing the limits of staff/child ratios to levels which put children at physical peril. We need to look at the family structure for guidance on the limits of any one care-giving person to care for children. We keep talking about supporting families. Families have been around a long time and can be used as a very useful reference point for many decisions regarding essential ingredients of child care.

We believe in parent involvement, but let's remember—along with the need for assuring parent involvement and parent participation brought up by Mrs. Martinez and others and the need for parents to seek care from among pluralistic services—that parents should be given realistic opportunities for involvement and participation in ways which recognize the constraints their roles as workers, household leaders and marriage partners place upon them.

It is unrealistic, I believe, to expect that parents will be able to uniformly participate in a large-scale way by any regulated method. But, unless their participation is assured, the individualized, pluralistic system may not occur. I think that providing a variety of opportunities for parent involvement is the best safeguard we have to assure the individualization of programs.

It is the policy of the academy that to meet all children's needs day care services should provide a means for children to enrich their experiences when away from home, for children to explore and learn at their own speed in a safe environment and for parents to come to understand the developmental needs of their children. We believe that day care should be a vehicle for helping families to secure medical, dental, and mental health services, to link into whatever community services there are available. We believe also that day care should respond to the needs of children with special problems, such as the child of a broken home, or the isolated child, or the child with a disability.

I mentioned our concern about having children not be segregated in programs. We believe that Federal standards are very important and we would like to see all children benefit from those standards.

To turn now to the health aspects of day care programs, Arabella Martinez mentioned the importance of having child care take place in a "safe and healthy environment." We have taken some steps toward defining what a safe and healthy environment is for children and in addition to the AAP recommendations booklet, I am submitting to the subcommittee for its review a paper which I wrote with Peggy Pizzo on the health and safety aspects of day care programs, which specifies in some detail what are the known health and safety risks to children which are of significant magnitude, and what can be done to avoid those risks in day care.

We believe that it is not necessary for us to search beyond the statistics available to us now for the content of some regulations which should be written for implementation now. The details are in the paper.

We believe that the types of physical and emotional safeguards we have suggested are cost-effective. They represent preventive spending which will avoid our spending Federal funds for correcting learning disabilities, emotional disorders and accidental injury situations that result from failing to institute safeguards. For example, it is not reasonable to permit day care programs to have unsafe playgrounds; or to go without handrails on stairways. These are not even necessarily very costly changes that need to be made.

I recently priced the cost of caps for bolts at a hardware store. They cost two for 10 cents, and yet, I have visited and studied many day care programs where the simple measure of capping sharp, protruding bolts was not done.

It is the Academy's position that every day care program should have written health policies and procedures which are reviewed by parents, by staff, and by consultants. Even independent family day care homes can have such written policies so that parents know what they can expect from that program, If the program cannot develop them, then model sets can and should be made available by Federal and State agencies and by voluntary organizations.

We are interested in seeing that day care programs assure that every child receives minimum basic health services. This assurance can be, in the best situation, simply informing parents about what those services should be and encouraging the parent to seek them from a well-functioning health provider system. But, in situations where the health services are grossly deficient, we think the day care program should be required to seek out adequate sources of services for those children whose parents are unable to find those services themselves.

To perform their role in advocating the use of health services, day care programs must have adequate management tools, and that includes health records. Otherwise, the programs cannot concentrate their efforts on those who are in need.

I directed and designed a federally funded study of 153 day care programs in which we showed that monitoring of day care programs to measure their compliance with current regulations can significantly improve the quality of care.

So, in your legislation I urge you to assure that adequate monitoring is provided as well as assuring that the regulations exist.

In conclusion, we think it is very important that day care programs be provided with sufficient resources to staff these safeguarding and coordination efforts that I have described, and that legislation should both require and enable day care programs to meet their responsibility to provide a safe, healthy, and nurturing environment for children.

[The prepared statement of Dr. Aronson follows.]

AMERICAN ACADEMY OF PEDIATRICS

Testimony before the

Committee on Human Resources
Subcommittee on Child and Human Development

Presented by

Susan Aronson, M.D., FAAP
February 20, 1978

Mr. Chairman and members of the Committee, I am Susan Aronson, M.D., assistant professor of community and preventive medicine in pediatrics at the Medical College of Pennsylvania and the health consultant for day care for the state of Pennsylvania. I am testifying today on behalf of the American Academy of Pediatrics, an international association of pediatricians who provide care to infants, children and adolescents. Since establishment of the Academy in 1930, its members have been dedicated to improving the health and welfare of children, including their intellectual and behavioral development. The Academy's goal is the attainment by all children of their full potential for physical, emotional and social health.

The Academy recognizes that its goal of improved child health and welfare cannot be accomplished through medical care alone. Good health is more than the absence of disease and is not achieved merely by treating recognized illness. Good child health results when children grow in an environment which includes a strong family structure supported by a child-oriented physical and emotional climate. The Academy supports child day-care programs which provide a nurturant environment and which meet children's physical and emotional needs. The Academy has made specific suggestions to assure adequate day-care programs in our booklet, "Recommendations for Day Care Centers for Infants and Children," which I am making available for the Committee.

I will comment on information which has become available since this booklet was published and highlight some of our concerns relevant to proposed legislation. First, some general concerns: As you are aware, increased use of child-care programs is, in part, a result of the increase in the number of working mothers. Mothers, grandmothers and aunts who once provided child care now belong to the work force, and increases in the number of non-family, child care providers must keep pace. Child care is labor-intensive because high levels of interpersonal interaction are essential to fostering child development. While facilities and equipment can enhance the ability of care-givers to provide good care for children, adequate numbers of competent care-givers are necessary for even minimally acceptable child care. This makes child care unavoidably costly. Making child care less costly implies poorly paid child-care workers or pushing the limits of staff-child ratios to levels which place the child in physical peril. While the issue of staff-child ratios continues to be debated, one need look no farther than the family structure for guidance on the limits of any one care-giving person to care for children. The family staffing pattern has been tested through many generations of child rearing. Until research data gives us reason to choose otherwise, the Academy believes that the healthy family should serve as a reference point for all decisions regarding essential ingredients in child-care programs, including staff-child ratios.

Day care should be designed to have a positive effect on the families which use child day-care services, supplementing and supporting the family as a primary agent for the child's care and development. To achieve this, parents should be given realistic opportunities to participate in program planning and implementation in ways which recognize the constraints their roles as workers, household leaders and marriage partners place upon them. These opportunities must be individualized to meet each family's situation.

It is the policy of the Academy that to meet all the child's needs, day-care services should provide the following:

1. A means for children to enrich their experiences when away from their parents and for parents to share in the broadening experiences of their children.
2. An opportunity for children to explore and learn at their own speed, in a safe environment, and for parents to understand the developmental needs of their children.
3. A vehicle for helping families to secure medical, dental and mental health services, including prevention, early diagnosis and treatment.
4. Social or, when necessary, emotional support for the family, with particular attention to children with special problems, such as the child of the broken home or the isolated child.

Present public support of day-care programs on the basis of economic need is fostering the development of segregated day-care programs. There are publicly supported programs for those who cannot pay, and programs in which the cost and quality of care are linked to the parent's income. Programs should be designed to serve families whose eligibility is based on their need for child care, not on their ability to pay. Individual fees for a common level of service should be determined on a sliding-scale basis, ranging from free-of-charge to fully payable within the same program. Additionally, the Academy believes that day-care services should be available to all children in their own communities, either at their parent's place of employment or in their own neighborhoods.

Let me now turn to health aspects of day-care services. First, while we realize the impracticality of day care in a totally risk-free environment, we believe children should not be needlessly exposed to known sources of common and severe injury. Accidents are the number-one cause of death of children between the ages of one and 14. Children need to learn how to deal safely with situations posing potential hazards, but like other life skills, such learning must be in developmentally appropriate steps. For example, day-care facilities should not have hazardous playground equipment and stairways without railings. Many other examples and specific recommendations for risk avoidance are contained in a paper written by Peggy Pizzo and myself on health and safety issues in day care, as a part of the FIDCR appropriateness study. I am providing a copy of this paper for your use.

The Academy believes that child-care legislation should include provisions for enforcement of regulations against significant known causes of injury and illness to children in day-care environments and practices. We further believe that legislation should also provide federal funding to make compliance with such regulations possible through technical assistance, staff-training and funded facility modification. We believe such funding would reduce the need for federal and other payments for medical services resulting from avoidable accidents, needless infection and undetected, correctable health problems. We believe that such funding would result in reduced expenditures for correction of learning disabilities and emotional disorders. We firmly believe such preventive spending is the most cost-effective.

It is the Academy's position that every day-care program should have written, formal health policies and procedures subject to review by parents, staff and consultants. These policies and procedures should analyze health data the program requires upon admission and deal with illness and accident treatment, safety precautions, sanitary food handling procedures and handling of articles which are potential conduits of infectious disease. Even independent family day-care homes should have such written policies and procedures. Model policies and procedures can be made available from state and federal agencies for independent providers not wishing to develop their own. Every day-care program should play a role in assuring that children in care receive the health care they need.

The responsibility for providing health care and services will vary with local needs. At one end of a continuum, the day-care program might need to do nothing about providing health services, except to indicate to parents which basic, minimum services should be obtained, leaving the arrangements to parents and an effective health service delivery system. At the other end of the continuum, when community health services are grossly deficient, the day-care program might need to seek out a source of comprehensive health services for some or all of the children it serves. The points in between these two extremes are intermediate roles which should be played by the day-care program as it advocates and facilitates accomplishing full-service goals for children and their families.

To perform their role of advocating health services, day-care programs must have adequate management tools (for example, health records) so that supportive efforts can be concentrated on those in need. The benefits of this approach are documented by a recent report on the cost-effectiveness of a Denver school health immunization program. In terms of personnel cost and results achieved, the identification of those who needed immunizations through school records, coupled with provision of the service to those whose parents did not obtain the services identified by the school, was most cost-effective.

In a federally funded study of child day-care services in Southeastern Pennsylvania, the adequacy of health data in program records served as a predictor of the adequacy of safety precautions, nutrition, dental health practices and many other health features of day-care programs. Apparently, programs which establish linkages with parents and health providers to obtain preventive health services for children encounter few health problems in the long run.

The Academy recognizes that although day care-health care coordination is a most desirable program characteristic, it is not always a simple matter for day-care programs to develop these linkages. This sort of coordination requires staff time, persistence and knowledge of community resources. Day care investment in this kind of coordination should be recognized as a legitimate supportive service and reflected as a valid program personnel cost. Day-care programs do not generally require health professional staffing but they do need to include a health advocate among their staff and have access to professional health consultation. Funds should be made available to pay for consultants to program directors and staff, for matters ranging from advice on development and implementation of health policies and procedures to problems of individual children. Such consultative services should have specific objectives with explicit agreements between health professionals and day care providers with the type of services being purchased.

Regarding the matter of funding, it is our belief that day-care programs should be required to justify requests for funding of health aspects of their programs, by specifying in their plans how the health needs of their clientele will be met and by providing on-going evaluation of how effectively their plans for meeting these needs are being implemented. In carrying out plans, maximum use should be made of existing health service program personnel and facilities and payment mechanisms for the actual provision of services. Only where such health-service personnel are not available from community health resources should the day-care program undertake health staffing, as for example, in the case of caring for children with disabilities. Important from the child's and parents' standpoint is the availability, accessibility and comprehensiveness of services to the family, both during and after use of the child-care program. Again, only when no suitable local arrangement can be made should the day-care program plan include medical care costs in its own budget.

In summary, I have outlined what the Academy feels are some of the responsibilities day-care programs should assume in providing, or assuring that families receive, adequate child-care and related services. Legislation should both require and enable day-care programs to meet these responsibilities.

Senator CRANSTON. Thank you very much. We will now hear from Dr. Green.

STATEMENT OF DR. KINSEY GREEN, DIRECTOR, AMERICAN HOME ECONOMICS ASSOCIATION, WASHINGTON, D.C.

Dr. GREEN. Mr. Chairman, I am Kinsey Green, executive director of the American Home Economics Association.

The American Home Economics Association is an educational and scientific organization of 53,000 home economists, men and women who work in a variety of settings as teachers in colleges, universities, elementary and secondary programs. In public schools alone we reach more than 3 million adolescents, many of whom are enrolled in child development programs, including a component of parenthood education and including work with the parents of the young children who are enrolled also.

Home economists are also involved in cooperative extension programs at State and county levels; many conduct child development programs after the model of the expanded food and nutrition program, working on a 1-to-1 basis with families. They work in institutional administration as nutritionists. They work in community services, and health care, and child care, and in consumer agencies. All of these individuals have a stake in day care.

Our organization is supporting five major principles in the development of legislation related to day care as a service to families. First, we are supportive of day care which is an extension of family, not in competition with; second, we are supporting developmental, not custodial day care; third, we are supportive of programs which demonstrate the cost effectiveness of day care, recognizing the great significance of the first 5 years of a child's life and the great burden and cost to society when early childhood deprivation occurs. We believe that whatever the cost of providing options for parents in community day care, that cost is less than the cost of abused children, of children who have been deprived in early years.

Fourth, we are supportive of day care for all children, not just poor families. However, recognizing that Federal dollars are limited, we would put priority on the following families which we have identified as particularly vulnerable and families which have particularly few options: single-parent families, two-parent families in which both parents work, low-income families, adolescent parents, and families with a handicapped child.

The fifth principle we are supporting relates to the role of the Federal Government in the provision of day care. We believe that if the family's resources can be strengthened in order to enable the family to care for its own, then that strengthening is an appropriate role for the Federal Government. The Federal Government can serve the role of establishing priorities, of setting standards, and of providing subsidies where needed.

In summary, Mr. Chairman, home economists not only support the philosophical principles of care and services to families, but we believe that the comprehensive approach tends to strengthen, not weaken, the importance of families in society.

The American Home Economics Association has extensive State and National networks through which we deliver services to families. We will continue to dedicate our considerable organizational strength and the expertise of our members in working with your subcommittee to develop reasonable legislation.

Thank you for this opportunity to speak on behalf of our members and the total home economics community.

[The prepared statement of Dr. Green follows:]

STATEMENT OF DR. KINSEY GREEN
EXECUTIVE DIRECTOR, AMERICAN HOME ECONOMICS ASSOCIATION
2010 Massachusetts Avenue, N.W., Washington, D. C.
Before the
Senate Subcommittee on Child and Human Development
February 20, 1978

Care and Services to Families and Children

Mr. Chairman, and members of the Subcommittee on Child and Human Development, my name is Kinsey Green. I am the Executive Director of the American Home Economics Association. We wish to express our appreciation for this opportunity to testify before your Subcommittee on a matter of such critical importance to families and their children.

The American Home Economics Association is an educational and scientific organization of over 56,000 men and women home economists who work in a variety of settings:

...as teachers in colleges, universities, elementary and secondary schools, pre-school programs, and in adult education programs; in public schools alone, we reach more than three million students.
...in cooperative extension programs at the State and county levels;
...in institutional administration as nutritionists and managers;
...in community service in health, welfare, rehabilitation, child care, and consumer agencies;
...in business, as specialists in marketing, communications, product testing, and as consumer educators;
...as college students preparing to become home economists.

Since the beginning of the Association in 1909, our members have worked with families to help them strengthen their own resources and to assist them, whenever necessary, to find the services that would best promote the healthy functioning of their own families. We believe that the family is the most basic institution in our society and is the most humane, efficient and economical system for making human beings human.

We are all aware of the attention to and concern for shifts in family life in America. In 1974, a Task Force of Extension Home Economists identified the following indicators of the magnitude of problems facing families:

...one of every ten 17 year old girls is a mother

...nearly one third of all teenage marriages end in divorce

...one of five marriages is broken

...one child in six will lose a parent by divorce by the time he/she is 18 years old

...approximately 10 percent of all school-age children have moderate to severe emotional problems

...12 percent of all families are headed by women; 53 percent of these women are in the labor force; their median income is $5,100.

Three and one-half years later, these statistics are outdated; more than one-third of all teenage marriages end in divorce; one of three marriages is broken; and 67% of families headed by women are in the labor force.

In December of 1977, the Senate Finance Committee printed an updated compilation of materials about child care arrangements, costs of care, and working parents. Appendix G of the report states that the number of children under age 18 in the United States has continued to decline by nearly 8 percent and that the number of children under the age of 6 declined by nearly 13 percent (from 1970 to 1977). However, "the number of children under 18 with mothers in the labor force increased from 25,544,000 in 1970 to 28,892,000 in 1977. This represents about 48 percent of all children. About 38 percent of the children under age 6 had mothers in the labor force in March 1977." The expectation is very great that this trend of participation in the labor force by mothers with pre-school and school-age children will continue.

However, there is another side to all these statistics about the changing nature of American families. The Carnegie Council's recent study, All Our Children, acknowledges that there are "tremendous shifts in family life" today, but the Council is unwilling to place the burden of responsibility solely upon families and individuals. The study looks closely at broad social and economic forces over which families have little control, such as serious technological changes and unpredictable economic conditions that contribute to a high rate of unemployment.

In addition, the study contradicts a lingering national belief that families have been and continue to be self-sufficient units. "...we need to acknowledge that all today's families need help in raising children. The problem is...to make available the help they need and to give them enough power so that they can be effective advocates with and coordinators of other forces that are bringing up their children."

The American Home Economics Association has worked for years in rural and urban communities, with families in different settings, and can attest to the need of all families for comprehensive services. Our nutritionists in the cooperative extension services can report that it is very difficult for a family to develop habits of good nutrition in the absence of adequate income. Home economists working with handicapped children in community and university programs know that it is unrealistic to expect a child to accommodate to a disability without training and assistance for that child and the other family members. Our home economists have established child care arrangements in store front buildings and in after school programs to augment the working parents' ability to better manage the many competing responsibilities they have in their daily lives. Our members trained in early childhood development have coordinated school and community programs for adolescent parents. The need for developmental child care and services to families can be viewed as an extension of family life and not as a competitor to the family. Child care programs that are designed to encourage the active participation of parents in the decisionmaking process would not in any way replace the family but rather enhance family functions. We believe that the delivery of comprehensive services provides a sound approach for the optimum development of all family members.

What then is the role of the federal government? It is not a question of the government undertaking a new or unlikely responsibility to assist families; but rather, it is a matter of the government's renewed commitment to America's children to enable them to reach their fullest emotional, physical and intellectual potential. The federal government can and does set priorities in spending the public money and can provide renewed leadership by initiating comprehensive programs to strengthen families, by setting standards for quality care and services and making available a range of options so that parents can decide on the best care for their children.

We would like to see child care available to children from all socio-economic levels. However, in the absence of unlimited federal dollars, we believe the larger portion of federal funds needs to be directed to families with fewer options in meeting their family needs as well as those families with fewer economic resources. We have already mentioned the kinds of families we believe have more urgent needs and perhaps live with greater unrelenting pressures -- working single parent and two parent families, low income families, adolescent parents, and families with a handicapped child. When reasonable options and a range of choices do not exist for parents to provide safe and developmental care for their children, either in preschool or after school programs, then we continue to risk greater social costs in child abuse, foster care, the loneliness of latch key children, and children taking care of children.

Finally, the first five years of a child's life cannot be overestimated. We know that during these very critical years attitudes, habits, values, intelligence, health...literally every aspect of a child's character and mental and physical well-being are vitally affected at this early stage of development.. Thus, we believe that services to children and their families hold potential for reducing the human and financial costs which result from deprivations in childhood.

In summary, Mr. Chairman, home economists not only support the philosophical principles of care and services to families, but we believe that the comprehensive approach tends to strengthen the importance of family to society. The American Home Economics Association has extensive state and national networks through which we deliver services to families. We will continue to dedicate our considerable organizational strength and the expertise of our members in the field to the strengthening of family life in America.

We want to thank you, Mr. Chairman, for the leadership you are giving through these hearings before your Subcommittee. We want to work with you toward our mutual objectives of improving the quality of and accessibility to child care services for the families of America.

Senator CRANSTON. Thank you very, very much. I am grateful to all of you, and I do have some questions I want to ask each of you.

Marian, let me start with you. I have been recalling when you came into my office to see me many months ago and told me what we had to do and we have come a long way since then. I know you have worked for nearly a decade, along with other child advocates, for legislation that would begin to meet child care needs in our country. I am delighted that you and other members of the ad hoc coalition are ready to try again to work for child care legislation. We do count on each of you as resources in our continuing effort. I welcome and appreciate, and so does the full committee, your support and activity, and we look forward to working very closely with each and all of you as we struggle with this.

Some of the witnesses who have appeared in these hearings have suggested that one of the best ways to insure quality in child care programs is to involve parents in both the setting of standards and the monitoring and evaluation of programs. Do you agree? And if so, do you have any suggestions for how this should be approached in legislation?

Ms. EDELMAN. I agree very strongly, and if I had had 6 minutes I would have had that as my sixth principal public policy issue. Any program has to build a very strong role for the involvement of parents. Without prejudging what structure or delivery system our coalition, as it begins to draft its own bill, will come up with, I think that there is a strong sentiment for parents having very strong roles on any committees that will run child care services. They should have some say in the kinds of centers, in the kinds of care, and in the quality.

I think some of us even feel strongly that they should have some—I speak personally—priority on the jobs in these centers. We keep talking about mothers in the labor market. How much better, if they have got to work, to put them to work in centers with their children? That is the most direct way to begin to involve them, to educate them, and to deal with their children on a day-to-day basis.

We at the Children's Defense Fund also support very strong access by parents to information about quality care and what is available. We believe remedies should be built into our legislation so parents can get information and can see if quality is not being maintained, if licensing standards are being violated, and can take specific administrative remedies at the local level.

We seem very concerned at the moment about the Federal Government and State government getting out of families' lives. The best way we know to keep government out of families' lives, because it doesn't do a particularly good job of enforcing them or in dealing with these kinds of problems, is to give parents the tools to help themselves and their children. These tools mean information, direct roles, having remedies to problems themselves. In all these ways, parents should be involved.

Senator CRANSTON. Thank you very, very much.

Ms. Lasday, one of the recommendations of the National Council of Jewish Women is that comprehensive child care legislation should include opportunities for a socioeconomic mix among enrollees in child care facilities. What do you think is the best way to achieve that mix?

Ms. LASDAY. Certainly, it is not to mandate that only government-funded children should be allowed in the centers. As the government funding has been cut back, for example, in New York City, centers have had to close because they were not able to take in parents who could pay part or all of it. I think what we have to have is centers that can accommodate parents from all different economic levels.

Senator **Cranston**. Dr. Green, do you think there are sufficient training programs currently in existence for child care workers?

Dr. **Green**. No, sir, I do not. I believe that there are some very fine programs, but I believe they are inadequate to educate the number of workers which would be needed for a comprehensive and systematic day care system across the country.

Senator **Cranston**. Do you think the Federal Government should be involved in training programs or provide support for such programs?

Dr. **Green**. I believe the Federal Government should be providing support for these, yes, sir.

Senator **Cranston**. Dr. Aronson, one of the constant problems facing working parents is what to do when their child gets sick. There are a handful of communities around the country that have attempted to develop some form of care for sick children, for example, using special child care workers who will come to the home to fill in when a child is ill. Do you have any thoughts on the need for this type of service and on how feasible it is to try to do anything about it?

Dr. **Aronson**. I have some thoughts on it. I won't say that they necessarily represent the Academy's policy. I think that every day care program has to assess its ability to care for sick children and help parents to make plans to care for sick children. The inevitability of children becoming ill makes planning with parents for care for sick children a responsibility that should be built into every day care program.

Some programs cannot provide care for sick children and some programs do, and fairly adequately, provide care for children who are ill. For those which are unable to provide such child care, there are a number of alternatives, some of which you have mentioned, including a cadre of people who are willing to provide alternative care.

In addition to seeking alternative care for such children, we need to look at how we can encourage employers to release parents so that when their children are ill, parents can provide that care themselves. We need to look to these kinds of benefits, perhaps not within the context of child care legislation directly, but in other kinds of benefit programs. I think it is very important that as a part of the health policies I mentioned to you we include that every program must specify how children who are ill will be handled, what will be done to help provide for their care when they are ill, and how the program will help parents provide for their care.

Senator **Cranston**. I have two questions I would like to pose to each of you about vouchers. I would like to ask you to respond in writing for the record within the next 2 weeks rather than responding verbally now.

First, what are your feelings about the effectiveness of a voucher system in promoting parental choice and diversity of programs, and, second, would you support making the voucher system one option rather than sole reliance on this approach?

If you would give us that in writing I would appreciate it. Thank you very, very much for your help.

[The following responses were received for the record:]

CHILDREN'S DEFENSE FUND
of The WASHINGTON RESEARCH PROJECT, Inc.
1520 NEW HAMPSHIRE AVE., N.W.
WASHINGTON, D.C. 20036

(202) 483-1470

March 28, 1978

Senator Alan Cranston
Room 229
Russell Senate Office Building
Washington, D. C. 20510

Dear Senator Cranston:

This letter is in response to your request during the February 20, 1978 hearing on child care and child development programs for the Children's Defense Fund's views on the use of vouchers. Specifically, you asked whether a voucher system would be effective in promoting parental choice and diversity in day care programs, and whether CDF would support a voucher system as one option, rather than the sole approach for helping provide child care services to families who need them.

CDF believes the use of vouchers is undesirable for several reasons.

First, we are concerned, as you are, about parent choice. Proponents of a voucher system argue that rather than set up child care facilities which may not be responsive to children and their families, vouchers would let the free market provide the services they need and want. While parents would theoretically have a choice of services under such a system because they could simply withdraw their children and money if they were dissatisfied, this all-or-nothing approach does not give parents a decision-making role in administering or operating programs -- a role which, in reality, is likely to be more meaningful since other day care facilities in which parents might spend withdrawn vouchers are likely to be scarce.

In addition, there is an existing problem of inequality of choice among families. A voucher system would only reinforce this inequity, since middle-class and rich parents could supplement their vouchers and thus their selection of day care, but poor parents could not. The only way to compensate for the difference would be through a weighted or sliding scale system of vouchers -- an administrative nightmare that would be expensive and cumbersome.

Second, we are concerned about quality. Voucher proponents say that consumer sovereignty and free market competition would regulate program quality. But the marketplace theory was developed to apply to commodities, not human services. Even when evaluating simple products like detergents, we know that consumers have little say compared to corporations and advertisers who, by controlling information, shape tastes and develop markets. Where a complex human service like child care is concerned, parents -- who are largely not present when it is delivered -- are no match for experts who also control information about children's development.

Real quality control means that parents must have a role in deciding how programs are run. In addition, systematic accountability mechanisms need to be built in so that individual families are not left to muddle through helplessly, but have access to a preventive, collective voice. Since children can be seriously harmed by poor quality care, we cannot afford to wait until providers' failures result in a slow withdrawal of vouchers -- a system that would only regulate quality at the expense of many individual young victims.

Third, you asked about diversity. More than any other segment of our society, children are segregated along race and class lines. Day care should be one framework in which some of these socioeconomic barriers are broken down and different kinds of children can learn from and about one another. There is no way of guaranteeing nondiscrimination with vouchers. Such a purchase system would reinforce the current segregated situation in the same way educational vouchers permitted Southern white parents to exercise "freedom of choice" during school desegregation by "shopping around" for private, segregated academies for their children.

A fourth point involves another discriminatory aspect of vouchers. Day care involves high startup costs. A voucher system, which depends upon program operators to meet the initial costs of establishing facilities, is prohibitive to parents and community groups who might want to run their own programs but lack capital and investment instincts. With the limited or nonexistent availability of nonprofit, community-controlled child care, parents might be forced to use vouchers to purchase proprietary care, even if it was inadequate.

Finally, with regard to your second question, it seems to CDF that even to consider using vouchers as one approach puts the cart before the horse. While vouchers may increase the demand for day care, they do nothing about the supply. What good are vouchers to poor people -- or to anybody for that matter -- if facilities don't exist? Parents might end up with vouchers and nothing to buy with them.

The plain fact -- described at length in the letter to President Carter, attached to my February 20th testimony -- is that even those parents who already have the resources to pay for quality child care often cannot find it. In the absence of funds to establish and maintain day care facilities, parents might be forced to use their vouchers to buy whatever custodial care they could find, if indeed they could use them at all. Attracting and maintaining quality services in rural areas and central cities where poor families live is a problem above and beyond their individual ability to pay, and is what we need to address first.

CDF appreciates the opportunity to give you our thoughts on this issue. Please let me know if you would find elaboration on any point useful as you proceed to develop child care legislation.

Sincerely,

Marian Wright Edelman

PRESIDENT
SAUL J. ROBINSON, M.D.
C-344
UNIVERSITY OF CALIFORNIA MEDICAL CENTER
SAN FRANCISCO, CALIFORNIA 94143

VICE PRESIDENT
EDWIN L. KENDIG, JR., M.D.
ST. MARY'S HOSPITAL
5801 BREMO ROAD
RICHMOND, VIRGINIA 23226

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American Academy of Pediatrics

P.O. BOX 1034 • EVANSTON, ILLINOIS 60204
EVANSTON (312) 869-4255 CHICAGO (312) 273-5646

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DEPARTMENT OF GOVERNMENT LIAISON
1800 N. KENT ST. SUITE 1102
ARLINGTON, VIRGINIA 22209
PHONE 703-525-9560

March 14, 1978

Honorable Alan Cranston
United States Senate
Washington, DC 20510

Dear Senator Cranston:

At the Child Care hearings on February 20, 1978, you requested the views of the American Academy of Pediatrics on the impact of using a voucher system to pay for part or all publicly funded day care services. After discussing the matter among Academy members and staff, we have determined that while we may individually hold opinions on this matter, our professional roles do not provide us with any specific expertise on this issue.

Please know that we are eager to be helpful to your Committee in health, nutrition, safety and child development as these areas related to child care. Do not hesitate to request our assistance in these areas as your proceed. All such inquiries should be sent to: American Academy of Pediatrics, Department of Government Liaison, 1800 North Kent Street, Arlington, Virginia 22209.

Your efforts and energies directed toward the improvement of child care services are commendable and the Academy values this opportunity to work with you in achieving your goals.

Sincerely yours,

Susan Aronson, M.D.

SA/dcm

AMERICAN HOME ECONOMICS ASSOCIATION

2010 Massachusetts Avenue, N.W.
Washington, D.C. 20036
202/833-3100

March 1, 1978

The Honorable Alan Cranston
United States Senate
Washington, D. C. 20510

Dear Senator Cranston:

On February 20, at the Subcommittee hearings to learn more about the need for comprehensive child care services, you requested that our panel members comment on the usefulness of a voucher system as a means of subsidizing families who need day care for their children. We think it is helpful to offer this kind of financial aid to parents. However, we believe there are other considerations in any voucher system:

1. It is not as useful to put money in the hands of parents to purchase necessary services when the range of choices for child care is inadequate to meet the family's needs. We believe that many parents need both a subsidy to help defray the costs of child care as well as a variety of available facilities providing good care.

2. When programs are based on the premise that children from diverse cultural, economic and racial backgrounds can learn and work together, we think that children and communities benefit. In the 1960's, when some states instituted a voucher system to help parents purchase education in elementary and secondary schools, some communities chose to establish private academies as a means of circumventing the federal law requiring integration of the public schools. We believe this is a possible consequence of a voucher system for day care.

3. The federal government can continue to assert its leadership through subsidy to families as well as by helping to finance comprehensive and developmental child care programs that are in the best interest of children and their families. When vouchers are used to perpetuate economic and racial segregation, we do not believe that is sound social policy or wise use of public monies.

Thank you again for the opportunity for the American Home Economics Association to contribute to this important discussion on policies that are crucial to the well-being of America's families and children.

Sincerely,

Kinsey Green,
Executive Director

Senator CRANSTON. We are going to have to change the order of testimony beause we are running behind schedule and one of our witnesses needs to catch a plane back to Kansas, so I would now like to ask these people to come forward: Evan Nelson, director of the Federal Employees' Cooperative Learning Center for Preschoolers and Barbara Sabol, director of the Division of Services to Children and Youth, Kansas State Department of Social and Rehabilitation Services.

After this, we will return to the order on the agenda.

Would you proceed in whatever order you wish, and please stick to our 5-minute rule on your verbal testimony. The written statement, of course, goes in the record.

STATEMENT OF BARBARA J. SABOL, DIRECTOR, DIVISION OF SERVICES TO CHILDREN AND YOUTH, KANSAS STATE DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES

Ms. SABOL. Thank you, Mr. Chairman.

I appreciate the opportunity to speak to you. I am Barbara Sabol. I am director of services to children and youth in the State department of social and rehabilitation services in Kansas.

I am speaking on behalf of the National Governors' Conference who has requested that I speak from one State's perspective.

Providing a better life for our children is the goal of parents, community leaders, State agencies and many other concerned Kansans. Decisions affecting young children should be an important part of public programing policy because society often has to pay later for preventable problems that originate in early childhood. Day care can function as one component of a system of support to the family, together with such components as social service programs, health programs and programs to increase employment.

Those who work with children and families in Kansas have long known that some children lack basic opportunities for optimum development. What has not been known is the extent to which the opportunity exists or does not exist, particularly among children who need full-day care. The following are some of the factors affecting the increasing need of Kansas families for child care:

An increase in the number of requests for day care during irregular hours—night, weekends—due to shift work or more irregular employment hours in industry; a shift in population trends due to new, small industrial development in our rural towns; increasing family expenditures requiring two incomes; the increasing cost of operating day care facilities; the increasing cost of providing day care services for children under 3 years of age due to the fact that more mothers are returning to the labor force when their children are younger; the increasing number of handicapped children being identified at an early age and in need of specialized services.

Kansas women, like other women, are entering the labor force at an increasing rate.

It has been my experience that we have a tendency to make a distinction in day care and preschool based on the income of a family. As additional legislation is considered, I would say we have to consider very strongly the fact that we do not want to develop a dual system: one for the poor and one for the nonpoor.

In Kansas we have been very fortunate and we have a mix of poor and nonpoor children in our day care facilities, which are generally operated by private nonprofit community-based agencies. What we need, it seems to me, is a system that would allow for the development of more high quality day care programs which will meet the needs of all families regardless of their income. The goal is good child care for all children who need it.

In Kansas, all but 25 percent of the title XX children in Kansas are centers which could provide care for in excess of 13,000 children and there were over 1,300 licensed day care homes with slots for over 5,600 children; 209 of the centers met Federal interagency day care requirements, 827 of the homes met Federal interagency day care requirements.

There has been concern expressed regarding the placement of children in unlicensed facilities. As a State administrator I also have a concern for children who are placed in facilities in which there has been no guarantee that certain minimal quality health and safety standards are met.

However, with the use of title XX funds and the implementations of the Federal interagency day care requirements other than the staffing requirements, we can guarantee, in our State at least, that children who are receiving Federal subsidy or a mix of State and Federal funds are indeed in licensed facilities.

It is my impression that children in other States for whom the State is purchasing day care are in facilities that do meet certain standards. In Kansas, all but 25 percent of the title XX children in Kansas are in licensed and certified day care facilities. This other 25 percent are receiving care in the home of a relative. This we define as an extension of the child's own home and it responds to some of the concerns that Senator Hayakawa mentioned earlier in this testimony.

Title XX has served as the vehicle for purchase of service for poor and near-poor children. However, in Kansas, as in many other States, we have had to lower the eligibility level from 115 percent of the median income in the first title XX year to 80 percent in this program year to stay within the State ceiling.

So, one major problem, as I see it, in serving the poor and near-poor is inadequate funds to assist those families in the purchase of service, to prevent families from going on public assistance and many times, serving a family in which there are two working parents whose income still is below the poverty level, or not being able to serve those families wherein two people are working, their incomes are such that they are between 80 to 115 percent of the median income, they are no longer eligible for title XX services, they do not meet the eligibility standards for the public assistance program and thus, we have a group of children who are in high risk of being in unsupervised care.

Aside from the income of families, there is a need for the increased quality of day care, and I think I have said this three times in my testimony and I reiterate it because it is so important. In our State, various titles and various programs impact on day care services, and it is the State agency's responsibility to assist in orchestrating all the various funding sources that impact on day care; for example title I, the School Nutrition Act, CETA, title XX, community development funds.

Another agency and another structure may only serve to confuse when what we really need is a support system to decrease the rate of closure of day care, to facilitate the development of new quality day care facilities and to address the concerns of the providers of day care, a system that is unrelated to purchase of service but rather, focuses on a support system that will facilitate the development and maintenance of high quality child development services for all families regardless of income.

As I see it, as we develop this system we need to consider such things as salaries of those persons who are working in day care centers so that their salaries are comparable to other persons providing social services. We need to look at some kind of loan system—and I put "loan" in quotation marks because I can't think of a better way of describing it. Let me give you an example.

Day care may be classified as a small business but it has not always had the same recognition and support that other small businesses have had: the neighborhood grocer, the carwash, people interested in starting small construction companies. There needs to be a method for developing of a revolving fund so that the small day care business, private and community nonprofit corporations, can meet their periodic cash flow problems, so they can do the kinds of things that have been described previously in testimony.

Additionally, we need to have funding that would take into account the impact of various changes in child care services; minimum wage laws, the impact of increasing insurance rates, utility costs, et cetera, funding support that would allow for the payment of acceptable salaries and allow us to recruit and train competent care givers, funding for the support of indirect services needed by providers to develop an efficient system that would take into consideration health and dental problems, parent education, social services and nutrition, and then a long-range funding plan.

Ms. Keys has introduced legislation that would increase the title XX ceiling and would address the problem of increasing available funds that others have addressed. Ms. Edelman stressed in her testimony that there are here and now children with needs and in our deliberations over new legislation we cannot forget those children who have day care need now.

Thank you.

[The prepared statement of Ms. Sabol follows:]

STATE OF KANSAS
ROBERT F. BENNETT, Governor

STATE DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES
State Office Building
TOPEKA, KANSAS 66612
ROBERT C. HARDER, Secretary

Division of
Vocational Rehabilitation

Division of
Social Services

Division of
Mental Health
and Retardation

Division of
Children and Youth

Division of
Administrative Services

Alcohol and Drug Abuse
Section

State Office
Economic Opportunity

February 20, 1978

TESTIMONY BEFORE

SENATE COMMITTEE ON HUMAN RESOURCES
SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT

BY

Barbara J. Sabol, Director
Division of Services to Children & Youth
Kansas State Department of Social and Rehabilitation Services

KANSAS STATE DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES
DIVISION OF SERVICES TO CHILDREN AND YOUTH

Overview of Child Care in Kansas

Providing a better life for our children is the goal of parents, community leaders, state agencies, and many other concerned Kansans. Decisions affecting young children should be an important part of public programming policy because society often has to pay later for preventable problems that originate in early childhood. Day care can function as one component of a system of support to the family together with such components as social service programs, health programs, and programs to increase employment. Those who work with children and families in Kansas have long known that some children lack basic opportunities for optimum development. What has not been known is the extent to which the opportunity exists, particularly among children who need full day care. The following are some of the factors affecting the increasing need of Kansas families for child care:

--Increasing number of requests for day care during irregular hours (night, week-ends) due to shift to more irregular employment hours in industry.

--Shift in population trends due to new, small industrial development in rural towns.

--Increasing family expenditures requiring two incomes.

--Increasing cost of operating day care facilities.

--Increasing cost of providing day care services for the child under three years of age due to the fact that mothers are returning to the labor market when children are younger.

--Increasing number of handicapped children being identified at a young age in need of specialized services.

Kansas women are entering the labor force at an increasing rate. In 1970, 28 percent of the Kansas children had a mother in the labor force; by 1978 it is projected that 38 percent of the preschool age children will have employed mothers. In 1975, 73 percent of all employed women with children under six years of age and 50 percent of the women with children age six to 17 were located in the urban areas of the state. However, except in eight urban counties and 14 rural counties, more than 35 percent of the women 25 to 34 years of age were employed. Labor force participation rate of women with children under three years of age increased approximately 4.2 percent in the three year period from 1970 to 1973 which indicates the trend for women to return to work when children are younger. The percent of AFDC mothers working part or full time has also been increasing in recent years. The Research and Statistics Section of the Department of Social and

Rehabilitation Services reports that in 54 percent of the AFDC cases the mother was working in 1975; in 1977 the number had increased to 77 percent.

In 1970 there were 534,276 families in Kansas. About 520,243 were husband-wife families; 47,573 were headed by widowed, divorced or separated women; and 14,033 by formerly married men. The number of families headed by women has increased considerably in the last ten years bringing their proportion to all families to one out of 11 in Kansas compared to the national average of one out of ten. Inflation is placing heavy financial pressures on the Kansas family. Thirty-eight thousand four hundred thirty-one (38,431) husband-wife families in the State of Kansas with children under six (6) years of age depend on the wife's earnings as a major source of income. Statewide poverty data from 1970 Census indicates that 84,335 families or 15.8 percent of all families have incomes of less than 125 percent of poverty level. The following statistics regarding the incomes of Kansas families were obtained from the 1970 Census (15 percent increase of incomes was added to Census figures for adjusted cost of living during the past five years):

16 percent of all families in Kansas have incomes of $17,250 and above.

40 percent of all families in Kansas have incomes of $11,500 and above.

21 percent of all families in Kansas have incomes of less than $5,750.

10 percent of all families in Kansas have incomes of less than $3,450

56 percent of all women who headed families were in the labor force. (53.2 percent is the national average)

42 percent of all families with male head making over $11,500 a year had wife employed.

Mean income of all families with male head without wife employed was $11,080.

Mean income of all families with female head employed was $7,713 or 30 percent less than families with male head. ($11,516)

24 percent of the families with incomes of less than $3,450 had female head.

Mean income of families with female head not employed was $5,212 compared to employed female heads with incomes of $7,713.

20 percent of all black families have incomes of less than $3,450.

77 percent of all black families have incomes of $11,500 or less.

Present Child Care Arrangements

In 1976, a review of eligible families utilizing full day care services indicated that 25.5 percent of the children were being cared for in the home of a relative; 45.7 percent in child care centers and 28.8 percent in day care homes (see graph #1). (In 1974, the State Department of Social and Rehabilitation Services discontinued payment for in-home care.)

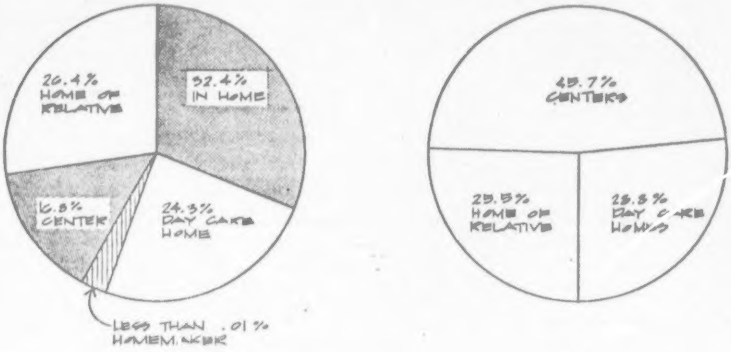
An analysis was made from a sample of 843, or just over one-third, of the 2,299 family day care homes which were closed during the two year period between April 1, 1973, and April 1, 1975. The time between date of application and the date of closure was again determined and the reason for closure was listed for each home. The analysis results indicated that 589 homes, or 70 percent, were in operation less than one year. Seven hundred ninety=two (792), or 94 percent, of the homes were in operation less than three years. The mode for length of time in operation was three to six months. The total number of homes closed during this time (2,299) is 84 percent of the total number of licensed family day care homes (2,731) as of January 1, 1975. Within this same time period there were 3,647 applications made for licensing family day care homes. The number of closures was 63 percent of the number of applications. Using the findings of the above study, 15 percent of the family day care homes are in operation less than three months.

An analysis was made of the number of child care centers (both full and part-day) which were closed during the two year period between April 1, 1973, and April 1, 1975. The time between the date of application and the date of closure was determined and the reason for closure was listed for each center. It was found that 33 percent of the 180 child care centers were in operation less than one year. The mode for length of time in operation was one to three years. The number of centers closed during this two year period (18) is 26 percent of the total number of licensed centers (683) as of January 1, 1975. Over half the reasons for closure were that the centers were no longer in operation. For a number of these centers it could be determined that this was at the request of the applicant. For some there was no further information about the cessation of operation. Fourteen (14) percent of the closures were due to a change in the form of care being provided. The remaining 27 percent

KANSAS STATE DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES
DIVISION OF SERVICES TO CHILDREN & YOUTH

#1

A COMPARATIVE STUDY OF PURCHASE OF FULL DAY CHILD CARE BY S.R.S. BY TYPE OF FACILITY



(OCTOBER 1974)

(APRIL 1976)

(OCTOBER 1974)	(APRIL 1976)
4,684 CHILDREN SERVED	5,032 CHILDREN SERVED
11% OF LICENSED CAPACITY OF CENTERS USED	12% OF LICENSED CAPACITY OF CENTERS USED
10% OF LICENSED CAPACITY OF DAY CARE HOMES USED	14.5% OF LICENSED CAPAC OF DAY CARE HOMES USED

of reasons for closure were scattered over a variety of categories. Within the same time period, there were 293 applications made for licensing child care centers. The number of closures was 61 percent of the number of applications. Based on the findings of the above study, seven (7) percent of the child care centers are in operation less than three (3) months. (See summary chart #2)

The Department of Social and Rehabilitation Services purchases day care services for approximately 6,100 children per month. This purchase of day care service is directed primarily toward the goal of employment. However, in November, 1977, there were 113 handicapped children in Wichita, Kansas, alone on the waiting list to receive day care services and as of January 19, 1978, there were 262 ADC children and 527 Income Eligible children on the waiting list for day care services. This indicates that one of the major concerns with child care is the inadequacy of funds for low income persons. These low income persons include families in which both parents are working, however, their income is at poverty level or below. Here are comments from testimony by the Kansas Task Force on Title XX Child Care before the Department of Social and Rehabilitation Services Executive Committee Open Meeting:

> "...We have eight families who are currently paying their own fee in order to get their child in our center (most wanted to enroll around the first of September when school started), but they are eligible under the current regulations for Title XX and ADC child care funds. They are getting desperate about having to come up with enough money to pay for their day care; some are getting way behind in payment; and some may have to drop if they don't get help soon. We also have 10 families on our waiting list who would be eligible for either Title XX or ADC child care fund and would enroll as soon as we have an opening if they could get the funds."

> "We do not rely on Title XX funds for a major portion of our operation money so other arrangements can be made if necessary. However, it is very frustraing to be a community service organization providing a need to the community at a reasonable fee trying to aid working parents and low-income families to become self-sufficient.... Many of our families have been dropped and forced to quit working or give up our quality child care for family and friends because they cannot carry the bill themselves. What purpose are we trying to relay to these people exactly?"

#2

KANSAS STATE DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES
DIVISION OF SERVICES TO CHILDREN AND YOUTH

NUMBER OF CHILD CARE CENTERS CLOSED BETWEEN APRIL 1, 1973 AND APRIL 1, 1975 BY NUMBER AND REASON FOR CLOSURE

Time Between Application and Closure	Number	Percent
Under 3 Months	12	7
3 - 6 Months	24	13
6 - 12 Months	24	13
1 - 3 Years	66	37
3 - 5 Years	26	14
5 - 10 Years	19	11
Over 10 Years	9	5
TOTAL	180*	100

*180 is the total number of centers closed in this two-year period.

REASONS FOR CLOSURE

Reason	Number	Percent
No Longer in Operation	107	59.4
Moved	12	7
Employed Outside	8	4.4
Changed to Another Form of Care	25	14
Change of Owner or Combined with Another Center	7	4
Health	2	1.1
Not in Compliance	3	2
License not Necessary	6	3
Summer Operation Only	2	1.1
Lack of Children	4	2
Other	4	2
TOTAL	180	100

> "At times I wish we had never based so much of our income on Title XX. However, I have seen much good come from its use. I will be glad to do anything I can to help inform people. I estimate in our community that at one time $77,000 to $83,000 was going back into the community from the purchase of $5,000 worth of services. Not a large amount in Kansas City but worth consideration in Clay Center."

While there is adequate authority for the development and delivery of child care services there is not adequate funding for those services. The Title XX vehicle has provided a method for communities to give input into the planning process and setting of service priorities. While this has not been a panacea it has certainly allowed program planners to better align the services delivery with expressed needs. It would be optimal if additional funding could be made available within our current programs rather than the establishment of a new program with a new administrative structure. In any case, such a program should recognize the need of the state to plan for the citizens of the state. It is impossible for one solution to solve all the child care problems in all 50 states. For example, in a small state like Kansas there are areas with different population concentrations. In urban areas, hundreds of children live in just a few buildings while in rural areas children are far away from one another. Kansas parents also have different needs. A single parent who works full time, a man or woman with children at home who wants or needs a paying job but needs education or job training, a man or woman living at home with his/her children and needing some relief from their care, parents who work part time or at night--these people need different child care alternatives, different options, and possibilities for change. We clearly need local, state and federal governments that support, financially and in every other way, a variety of quality child care services for everyone with enough flexibility for parents to determine the kind and quality of care. The state, through a planning process that provides for public input, should be responsible for the design of the delivery system. The support and commitment of the federal government is important as we develop a comprehensive child and family service system, however, the design should be left to the state.

In the design of any system, the following problem areas must be addressed:

1) Funds for salaries. Children's services traditionally have relied heavily on the use of regular volunteer services. Generally speaking, it is women who serve as volunteers. Now, as more women are working, there are fewer who can volunteer on a regular basis, thus

provision must be made for financial support that will allow for the employment of competent persons to deliver the services.

2) A "loan" system. While day care could be classified as small business, it has not had the same recognition and support through small business loans, etc., as has the neighborhood grocer. There needs to be a method for the development of a revolving fund for interest free loans to allow the small day care business (private and community non-profit corporations) to meet the periodic cash flow problems that arise and to respond to the need for repairs, equipment, expansion, etc.

3) Funding support that would take into account the impact of legislative changes on chid care services, i.e. the impact of minimum wage laws, the impact of increasing insurance rates, utility costs, food costs, etc., on the small provider.

4) Funding support that would allow for the payment of acceptable salaries and rates to recruit and train competent caregivers (homes and centers).

5) Funding for the support of indirect services needed by providers to develop an efficient community coordinated delivery system that will take into account the multi-discipline, administrative job tasks associated with operating a day care program, i.e. administration, fire and building inspections, health and dental assessments, parent education social services, nutrition consultation, etc.

6) Long range funding. In order for comprehensive planning to occur, there must be a plan for something other than a year to year funding base. While five years would be our goal, a minimum of three years would allow appropriate planning for a comprehensive services system.

In summary, there is a need for increasing attention to services for children and their families, particularly day care services. However, to develop a new administrative structure and establish a new agency would defeat the purpose to increase services and funds to low income/working parents. Current vehicles exist -- our goal must be the optimum utilization of those vehicles.

Senator CRANSTON. Thank you very much. We will now hear from Ms. Nelson.

STATEMENT OF EVAN GAINES NELSON, DIRECTOR, FEDERAL EMPLOYEES' COOPERATIVE LEARNING CENTER FOR PRESCHOOLERS

Ms. NELSON. Mr. Chairman, and staff, I would like to thank you for giving me the opportunity to address you tonight on the topic of onsite day care.

I request that my written testimony be entered in the record and I shall speak this evening from my notes.

Before I do, Senator, I would like to thank you very much for your support of our position concerning our present involvement with OMB.

Senator CRANSTON. Thank you very much.

Ms. NELSON. I think your support will be well-founded, Mr. Chairman, because quality onsite day care is truly a wonderful process. It is supportive of the family. It enhances the young child's personality development. It reaps rewards for employer and employee and it broadens the variety of child care settings.

First, onsite day care supports the family. Good onsite care strengthens the family unit by allowing working parents to spend more time with their children and it permits these parents to have greater input into their children's education. Parents who place children in day care facilities at the work place may take breakfast and lunch hours with the children and may arrange their breaks to spend this time with the children as well.

Also, parents with children onsite share commuting time with the children, which often adds up to many hours a week. With the day care centers so close by, parents are intimately involved in the center's activities and are able to substantially affect the center's curriculum. Speaking for my center and for the majority of federally housed onsite centers, the parents are the legal nonprofit governing body. They set all center policies and are fully integrated into the educational program.

Second, onsite day care greatly benefits the child. The psychological benefit to a young child of having its mother or father nearby cannot be measured in dollars and cents. I shall cite only one source, at the University of Michigan Medical School. In her new book "Every Child's Birthright," Dr. Fraiberg convincingly asserts that young children have critical attachment needs. Stated simply, young children must develop close attachments to their constant care providers to grow into healthy productive adults.

With so many single mothers and parents in the work force, onsite day care can be one important means of keeping parent and child close together. In a broader sense, increased developmental onsite day care facilities may help over a long period of time to raise the public conscience to see the needs of children and parents more clearly, perhaps helping to elevate children to a higher national priority than they now presently hold.

Third, onsite care benefits both employer and employee. Hospitals and universities have long been the most active in the area of onsite care, but the numbers of centers affiliated with business, labor, and the Federal Government have been growing rapidly since the 1960's. Although quality care is expensive and I believe will continue to be, there are many benefits that accrue to the employer who provides this service.

The employer's benefits take various shapes. Employee absenteeism may be reduced, although not totally eradicated, because parents are not subject to the whims of irresponsible sitters. Providing such a service enhances the employer's recruitment position.

The employer also has harder working, more loyal employees because these employees are grateful to the employer for providing the service and perhaps ridding the employee-parent of the guilt that accompanies placing a child in disreputable hands.

The benefits to the employee are equally as significant. The most important is that the employee-parent is closer geographically to the child. An example of how this physical closeness benefits both child and parent is in the case of an accident. If a child becomes injured or ill the parent can be present instantly. Neither parent nor child need be frightened or frustrated by the length of time it takes to be united when a parent becomes stuck in rush hour traffic.

The employee parent also feels more in control of his or her life given the increased control over the child's daily environment.

Fourth, and my last point, is that onsite day care broadens the base of available day care choices. In this country today the majority of children cared for outside their own homes are in someone else's. Some of these home-care settings are licensed and of good quality but many are not. The number of quality day care center spaces available is few indeed, and when onsite center spaces are counted, the numbers grow smaller still.

This is the only industrialized nation in the world that has not embraced onsite child care services. But, the trend toward business, labor, and federally supported onsite care is growing. This burgeoning trend must be nurtured and encouraged. Instead of forging ahead, however, the Federal Government is retrenching. I need not go over the details of the OMB action that you have already cited, Mr. Chairman, but as you mentioned, the probable result would be that the federally housed onsite centers would close. Closing these centers would not only be a severe loss to many children and parents, it would also signal to the rest of the country that the Federal Government simply does not support quality onsite day care, particularly as an employee benefit.

This position would be very difficult to understand if viewed from the perspective of the Government's past track record. Historically, the Federal Government has taken a leadership role in the area of employee benefits. If the Government had not taken such a position on matters of health insurance, life insurance, and retirement plans, these benefits would not now regularly be offered to employees across the Nation.

For the social and educational reasons offered, the OMB action must be stopped.

To summarize, quality onsite day care is supportive of family and child, is good for employer and employee alike, and adds to the alternatives in child care services. In addition to my recommendation that this subcommittee work to stop the OMB actions, an effort you have begun, sir, I would further recommend that this subcommittee work to strengthen the national onsite day care network.

One way that this could be accomplished would be to amend the present affirmative action laws to require employers to provide onsite child care services when a certain numerical threshold of needy employee-parents is reached.

I would like to take this opportunity to invite all of you to visit my center and the rest of the federally-housed centers. Also, I would suggest that if any of the members of this subcommittee have onsite centers in their States, that on their next trip home they visit those centers as well.

Thank you for this opportunity to speak to you tonight.

[The prepared statement of Ms. Nelson follows:]

Testimony of Evan Gaines Nelson
Director, Federal Employee's Cooperative
Learning Center for Preschoolers, Inc.

Given Before the Subcommittee on
Child and Human Development
Senator Alan Cranston - Chairman

Committee on Human Resources
United States Senate

February 20, 1978

Mr. Chairman, members of this subcommittee and staff, I thank you for giving me this opportunity to come before you to address the issues presently swirling around the Federally housed, on-site day care centers.

The predicament in which the Federally housed centers find themselves is a sticky one. The catalyst was a Real Property Assignment circular issued out of The Office of Management and Budget's (OMB's) Office of Federal Procurement Policy.[1] On the surface, one might take this debate as strickly a budgetary matter. In fact, the many issues involved spin an intricate web of economic, social, educational and political threads where each one is intertwined with the next. I shall try to unravel the threads to illuminate the facts and follies.

In brief, the proposed OMB policy requires the Federally housed day care centers to reimburse each housing agency the full costs incurred by that agency for its expenditures for the individual centers. The costs would be levied at commercial rates. But actions follow policy and to understand the full impact of this one small action we need to look at what the Administration has set as its policy, the actions necessary to implement the policy and what the consequence of the actions will be.

President Carter has set a high priority on balancing our nation's budget. That is the underlining economic policy, President Carter has said that he supports day care but thinks that it, like a business, should be totally self-supporting. That is a mix-match of social, educational and fiscal policy. I fully sympathize with the President's attempts at balancing our budget. To say, however, that one supports day care but that non-profit care should pay for itself indicates that perhaps the President has not been thoroughly briefed on all aspects of the day care problem. Presently, there is franchized and for-profit day care that is self supporting. Although the literature concerning this segment of the day care community is not wholly favorable, the area is still developing and it certainly can be said to bolster availability statistics. But private, non-profit day care, of the quality everyone agrees is needed, must exist also. It can not be totally self-supporting. Parents in today's world just cannot pay the price.

The parents of my center presently pay $30.00 per week per child, which is an increase of $4.50 over last year's fees. This comes to an annual charge for each child of $1560.00. These fees provide the center with an annual operating budget of about $62,000, augmented by whatever monies the parents can raise by sponsoring fund-raising activities. To give a high estimate, let us say that parents can raise an additional $2000.00 a year, bringing the total operating budget to roughly $64,000 annually. Out of this figure we must pay teachers' salaries, food, equipment and teacher training costs. Our salaries alone come to over $52,000 annually, which accounts for 80% of my budget. Good care requires a high adult-child ratio. Our center maintains a four-to-one ratio with a teaching staff composed of the director, three more professional teachers, four teaching assistants and volunteers. Of the eight paid member of the center team, our salaries average less than $7500 each. These numbers remind me of a recent article from The Washington Post about a man who works for the Secretary of the United States Senate. His job consists of stamping numbers on bills and reports that are filed by Senators and committees. For this he receives an annual salary of well over $20,000.00 a year. Senators, not one of our full-time, professional teachers makes close to $9000.00 a year and I have no money to provide any health insurance benefits or a retirement plan. I have one staff member who makes below the Federally-set minimum wage.

When salaries are subtracted from the total budget, I am left with about $12,000 of which approximately $6500 a year goes for the children's food, two hot meals a day and two snacks. With the estimated remaining $5500, I must pay for substitutes, equipment and staff training. As you can easily see, there is not much money left to increase either the center's equipment needs or our teacher's skills.

If this one small action by OMB were to pass, it would increase my budget by 50% — from $64,000 a year to $95,000 - $100,000 a year -- because the increased cost to my parents for space, utilities and maintenance will come to $31,090.00 in fiscal year 1978 and rise to $34,494,50 in fiscal year 1979. To absorb those costs I will be forced to increase the fees presently charged the parents by about 50 percent. Instead of paying $120.00 a month per child, parents will have to pay about $180 per month per child. That would bring the annual per child cost close to a staggering $2400. Such a sum would be impossible for most parents to afford, especially the GS-3, 4, 5 and 6 parents who only make between $8,000 and $11,000 a year, particularly single parents.

Now let us examine the results of trying to absorb those costs. The future of the centers could go either of two ways. First, the per parent fees would be so high that not enough parents could pay and the centers would be forced to close haphazardly because of under-enrollment. Using rough numbers for the DC Metropolitan area where most Federally housed centers are located, approximately five hundred (500) quality on-site day care slots would be lost, the children and parents dislocated severly and the teachers unemployed.

Senator Cranston, in your opening remarks for the subcommittee hearings held February 3, 1978, you stated that a major problem enunciated by witnesses was that there is a paucity of quality slots and alternatives in child care arrangements available to parents. If our Federally housed centers were to close, that would further reduce the spaces and deal the area of alternative care arrangements a deadly blow. The cost of OMB's proposal, when viewed from this perspective, is high. But the poorer parents, children and teachers would not be the only groups negatively touched by the closing of the Federally housed centers. Many more in the Wasington Metropolitan area would feel the loss and it would have a ripple affect across the nation. Such a disturbance in the government's involvement in day care will affect every corner of the day care community, which includes business, labor unions, hospitals, religious groups, community services groups, urban revitalization projects, schools and universities.

Others in the Washington area who will be disturbed are other government workers who personally support the day care centers. Having worked closely around the employees in the Office of Education, it is my experience and my belief that many of these people would be crushed to see the center severely crippled by their employer. I cannot count the number of people in my building who have given freely of their lunch hours and spent time well past their normal departures to help the center with their expertise. I am certain they would be appalled to find the center in jeopardy because OMB views the center through the same eyes it views the sundry barber shops, watch-repairmen and cleaners that presently inhabit government space.

Child advocates in this area, also, and there are many for the major educational associations are headquartered here, will be up in arms.

And what does such an action signal to the rest of the country? In the past, hospitals and universities have been the leading institutions in the area of on-site care. Industry and labor have participated on and off since World War I but it is only in the past couple decades that the

Federal government has become involved. Since the 1960's there has been a sizable increase in the numbers of business and union-supported on-site day care centers. Of these on-site centers, the funding bodies pick up a majority, if not all, costs of operation. If the Federal government were to charge our Federally housed center the costs of space, utilities, and maintenance, then add insult to injury by charging full commercial rates, what would that say to the rest of the nations day care supporters? The message would be loud and clear: the Federal government does not support on-site day care. Moreover, a dangerous precedent would be set by implementing this action. At some future date, the many other centers that benefit from public space could be the threatened, examples are centers in housing projects and after school programs throughout our public schools.

There is an alternative, however, to closing the centers. That would be simply to charge exhorbitant fees and attract only the children of the most highly paid Federal employees. But if that became the solution, the government would then find itself in the untenable position of housing day care facilities on its property that only cater to a professional elete. I cannot believe that anyone would want to see that. From the time of Washington and Jefferson, our government has been one for all the people, not only some of the people. For the Carter Administration to enact such lopsided policies would seem to contradict the President's own values and flies in the face of our country's long-standing principals of equality for all. I know Mr. Carter subscribes to these views. That is why I believe that Mr. Carter's position that non-profit educational facilities can function within the same economic framework as profit-making organizations does not portend an intentional lack of support for quality day care but faulty reasoning due to insufficient information. Thomas Jefferson, a successful businessman, founded the nation's first public school system here in the District of Columbia. He fully realized that a broad-based system of quality education was needed and that the dynamics of such a system would need assistance. The specific concept of on-site day care, while not new, is often not considered in general discussions of day care and is not thoroughly understood by those not directly involved. But non-profit, on-site day care, like Jefferson's beginning elementary school system, cannot stand by itself and be as good as it must be.

The next facet to analyze is just how much revenue the Federal Treasury would save. To make my point by comparison, Mr. Carter has recently submitted to Congress his fiscal 1979 budget totalling $500-billion dollars. Calculating roughly, to force the ten Federally housed centers in the Washington area to reimburse costs to the Federal government of approximately $50,000.00 each will result in a total of $500,000.00 revenue to the Treasury. That signifies only one/one-millionth of the President's 1979 budget or 0.000001%.

What does OMB buy for its 0.000001%? It buys either a loss of several fine centers with all attendant problems, or it buys an elitist Federally affiliated day care network. It buys the Federal government a serious loss in employee morale. It would buy President Carter a serious loss of credibility. He speaks in support of children and families. His Administration prints quite the opposite. So what exactly do these dollars buy the Federal government? They buy, to paraphrase Neil Armstrong, "One small step forward for OMB and one giant leap backwards for day care."

There are those who feel the government should not be involved with day care, not for the dollars and cents reasons, but because day care is destructive of the family unit. Such assertions are weak. Quality care, especially good on-site care, strengthens the bonds and functioning of the family. The "dissolution of the family" argument is little more than the retorical mumbo-jumbo that former President Nixon so handily manipulated to sustain his 1971 veto of the Comprehensive Child Development Act (principally sponsored by Senators Nelson, Javits, Schweiker and Vice-President Mondale while he was still in the Senate). Not only do the findings of the vaste body of research disprove this claim, but I also know from experience these charges to be false. There is solid agreement in the literature that it is the quality of time spent with a child, not the quantity, that determines the relationship of child to constant care provider.

And when juxtaposing this argument on the family involvement in our center, this position is almost amusing. Our center (as is true for the Federally housed centers I am familiar with) is totally parent run. The parents are the legal private, non-profit structure. The Board is composed of parents only, and they are elected by the full parent group. The parents are the official decision-making body. On a more informal basis, parents join us at breakfast and on their lunch hours. They often arrange their lunches in such a way that they can come in and sit with their child as he/she goes to sleep at nap time. Further, we work our activities around them so that they may be integrated into our curriculum, and they often act as substitutes before and after working hours. The parents are thrilled to be able to spend these special times with their children and the children profit immeasurably from their presence. To be a child and have Mommy or Daddy come in for lunch says to that child, "I am loved. I am an important person." The psychological impact that message has on a child cannot be measured in dollars and cents. Unfortunately for children and parents, it is OMB's job to see everything in terms only of dollars and cents. But that OMB sees fit to subsidize parking spaces for GS 14's and 15's but does not see fit to help parents with their children is indicative of the low priority children have in OMB's "bean-counter" mentality. Vice-President Mondale wrote in 1972, "We may pride ourselves in being a child-centered society, and we may have made some progress, but the lives of millions of children testify that the job has hardly begun".[2] This holds true in 1978 and if this OMB action passes, even more children will be added to the millions.

To summarize, the existence of the Federally housed, on-site day care centers is being threatened by an action of OMB. The OMB action is a response to President Carter's promise to balance the budget and his statements that day care should pay for itself. For the fiscal reasons I have enumerated, this subcommittee must see that the financial burden on the centers and the parents is excessive, and that the revenues to the government from this action would so miniscule as to be insignificant. For the social and educaitonal reasons stated, I hope you will agree that the returns to the government are large negative returns.

Senators, I believe President Carter to be an honorable and thoughtful man. I voted for him and plan to do so again. I sincrely believe that the specific dollar amounts involved are so small that this matter has never crossed the President's desk. Perhaps this subcommittee's work will be able to convince President Carter that non-profit day care cannot be totally self-supporting be provided at a price most parents can afford, and provide good care.

On other occasions, President Carter has shown great personal strength to amend an original policy statement when confronted with compelling facts that render the original position unwise or unattainable. It is my belief that when Mr. Carter fully understands the terrible and far-reaching impact this one small OMB action will have, he will reassess his position.

I ask the members of this subcommittee to please work with President Carter and OMB to make an exception for the Federally housed on-site day care centers concerning OMB's December 19, 1977, Real Property Assignment Circular, and to require by law that the Federal government will provide at least space, utilities and maintenance for the Federally housed on-site day care centers.

If I may, I would like to close on a personal note. A few days ago a gentleman from a labor union came into my office to discuss this OMB circular. As our talk was ending he stated that what he wanted was for "Uncle Sam" to pick up all costs for everything. To my visitor I said nothing, but to myself I thought, "No, not nearly everything. I'd just hope that the President will help us help ourselves."

Senator Cranston, members of this subcommittee, and staff, I would like to take this opportunity to invite you to come visit our center or any of the Federally housed centers. And again, I thank you for inviting me here this evening and giving me the chance to bring this matter before your attention.

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[1] Real Property Assignment Circular, 12/19/77, 42 FR 64751.

[2] Walter F. Mondale, "Legislating Child Development", Inequality in Education, Center for Law and Education, Inc., Cambridge, MA., Dec. 1972, Vol. 13, pp. 29-32.

Senator **Cranston**. Thank you very much.

I would like to ask how you respond to one criticism sometimes made of the federally housed centers: that by providing rent-free space for child care centers Federal agencies are providing benefits for some of their employees that other employers don't provide and that not all the agency employees are receiving equal benefits?

Ms. **Nelson**. I think to say that the Government should not provide these benefits because they are not provided elsewhere would be putting the cart before the horse. The only way, I believe, to have other employers join the trend toward providing subsidies for on-site day care, would be for the Government to take the leadersip role.

Senator **Cranston**. Yes, I don't see why it shouldn't take the lead.

Ms. **Nelson**. Thank you.

To respond to your second point, there is a cutoff point for space and finances. The optimum situation would be to have quality day care slots provided for every parent who needs them. But, as politics is the art of the possible, I think that the best road to take is to move in incremental steps and to try and build from the base that now exists.

Senator **Cranston**. A good answer.

There have been reports that a number of industry-related on-site child care programs are closing down at the present time. Do you believe that is happening, and if so, do you have any ideas on why it is happening?

Ms. **Nelson**. The statistics would say that yes, it is happening. But, unfortunately, the statistics do not tell the full story. What is frequently cited as the reason for closing some of these on-site centers is underenrollment. To say underenrollment, without any qualifications, does not tell you anything significant about the dynamics of why an individual center closes. It could be personnel problems. It could be a director who is not managing the center. If the center is not parent-run it could be the parents and the board arguing or the parents and the housing body are arguing.

Perhaps this would be a legitimate place for HEW to make inquiries to determine why these centers have closed, and why other centers are working well.

Senator **Cranston**. Thank you very much.

Ms. Sabol, I would like to ask you one question. What level of government—Federal or State—do you think should have primary responsibility for setting standards for child care programs that receive Federal financial assistance and for monitoring such programs for compliance with those standards?

Ms. **Sabol**. That is a pretty complex question. I think—First of all, let me establish that there must be standards so that we can guarantee certain minimal standards for all children using services. It is my feeling that the Federal Government's role would be to establish some range of guidelines and the ultimately it is the State who is responsible for deciding what is in the best interest of those citizens in the State.

I simply cannot believe that all 50 States have the same needs and can go in the same direction, but I think it is the Federal Government's role to establish this range of guidelines and within that range, each State must operate.

Senator **Cranston**. I would also like to ask you, Ms. Sabol, if you would reply in writing to this question in the next 2 weeks: One aspect of child care usually seen as the responsibility of the States rather than the Federal Government or local government is the certification and licensing of child care workers and programs. I would like to know whether you feel that your State is doing an adequate job in this area and if not, why not. I would also appreciate it if you could provide for us in writing the certification and licensing provisions in effect in your State.

Thank you very much. Thank you both.

[The following was received for the record:]

STATE OF KANSAS
ROBERT F. BENNETT, Governor

STATE DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES
State Office Building
TOPEKA, KANSAS 66612
ROBERT C. HARDER, Secretary

Division of Vocational Rehabilitation
Division of Social Services
Division of Mental Health and Retardation
Division of Children and Youth
Division of Administrative Services
Alcohol and Drug Abuse Section
State Office Economic Opportunity

March 14, 1978

The Honorable Alan Cranston
452 Russell Building
Washington, D. C. 20510

Dear Senator Cranston:

I wish to address your two questions regarding the adequacy of our state's licensing and certification programs for facilities providing day care services and other specialized early childhood services (nursery schools, special purpose centers for handicapped, etc.).

Licensing is regarded as a preventive service. The functional goal is the reduction of risks to children. Often the average consumer does not have the expertise necessary to locate and select an appropriate child care facility. The consumer often is not able to make the necessary investigation of a facility prior to leaving their child in care due to the immediate need for child care.

Staff of the Division of Services to Children and Youth feel that currently the state is doing an adequate job considering the increased demand for child care services and the amount of available funds for staff, consultation, training and enforcement. With more adequate resources the number of children being cared for in licensed facilities would be increased and the quality of services improved.

Since licensing and certification requirements are very similar in Kansas, few facilities have requested exceptions in the past three years. Payments to facilities are monitored each quarter by the Department of Social and Rehabilitation Services to assure compliance with licensing and Federal Interagency Day Care Requirements. During the past quarter, the error rate was less than two-tenths of one percent.

We are currently considering a registration system for day care homes in our state. This registration system would be coupled with a voluntary educational program for day care home providers and parents. It is our belief that ultimately it is the parent who makes decisions about the day care services their children receive thus it is the parent who must have skills to evaluate the day care services.

Enclosed for your review is a copy of Kansas' licensing and certification requirements for child care centers and homes.

Sincerely yours,

Barbara J Sabol

Barbara J. Sabol, Director
Services to Children & Youth

BJS:mac

Senator CRANSTON. Now, we turn to the panel that was to follow the first panel. I would like to ask Frances Walker of California to join with this panel. She is the director of child care services of the California Department of Education.

The other members of the panel are Rebecca Andrade, executive director, Tri-City Citizens Union for Progress, and founder, Emergency Committee to Save Child Care, Newark, N.J.; Yolanda Aguilar de Neely, director, Camden County Office for Children, Camden, N.J.; Grace Friedman, director, child care component, Puerto Rican Congress, Trenton, N.J.; Robert Moon, director of community services, Neighborhod House, Inc., Seattle, Wash.; and Linda Eichengreen, child care planning coordinator, Urban League of the Pikes Peak Region, Colorado Springs, Colo.

Senator Williams of New Jersey, who is chairman of the full committee, noting that so many people from his State were going to be here tonight, asked me to extend a warm word of welcome to each and all of you and specifically to Rebecca Andrade, Yolanda Aguilar de Neely, and Grace Friedman.

Unfortunately, his schedule precluded his being present tonight, but he told me that he looks forward to reading the recommendations that you will be making regarding the role of the Federal Government in child care centers, how we might best insure the provision of quality child care services, and other important factors that will assist us in meeting the child care needs of today.

I would like now to ask that you conform to the 5-minute rule so that we do have time to keep moving and get the questions in. Incidentally, I am starting another hearing tonight in this room the moment this one is concluded.

If you would go in whatever order you see fit, you may just proceed.

STATEMENT OF REBECCA DOGGETT ANDRADE, EXECUTIVE DIRECTOR, TRI-CITY CITIZENS UNION FOR PROGRESS, EMERGENCY COMMITTEE TO SAVE CHILD CARE, NEWARK, N.J.

Ms. ANDRADE. Thank you, Mr. Chairman.

My name is Rebecca Doggett Andrade. I live at 25 Clifton Ave., Newark, N.J.

I am here today to represent the Tri-City Citizens Union for Progress, a community development corporation of which I am executive director, and the Emergency Committee to Save Child Care, a coalition of child care centers in Newark, of which I am the founding chairperson.

As a parent, a child care advocate and a professional, I am particularly encouraged to see that our Congress has not abdicated responsibility for the future of our children in America. Although, Senator, I would like to see more of your colleagues up there tonight with you. [Applause.]

You have probably heard from many well-known professionals and national leaders in the child care field, so that we felt that we from the city of Newark, N.J., could make our contribution to these hearings by giving you a kind of field report on the state of our community.

In our city of Newark, there are over 45,000 children under the age of 6 years. At least 13,000 of those children need full-time child care on the basis of having working parents or parents in training programs. This figure does not include parents who would like early childhood programs for educational and social purposes alone. Nor does this figure include any calculation of how many of the 77,000 children in public school need after-school care.

The composite waiting list of the child care centers in Newark who receive their 75 percent Federal funding under title XX is 3,000 children. In our own particular neighborhood center alone, the official waiting list is triple the number of spaces that we have available. Most parents decline to complete an application when they hear this. Ninety percent of the people on the waiting list at our center are within walking distance of our center.

Who are the lucky people who have child care spaces in Newark and who are the people who are left out?

All the parents on our waiting list for child care are income-eligible according to title XX guidelines. The majority of the people needing child care are relatively young, under 35 years of age. They are wage earners or welfare recipients in school or training. Many of them are single parents. Their average family income is $7,500 per year gross.

Those income-eligible families that must be turned away are forced to pay $25 or more per week per child for child care with a babysitter on a program that is not subject to Federal standards. This must be paid out of take-home pay that averages about $125 per week.

There is another group of wage earning, tax paying citizens that is left out of the system. That is the family with two working parents. In New Jersey, the title XX State plan does not allow for enrollment up to the 115 percent median income permitted under the law. This all-or-nothing stance in New Jersey is terribly unjust to the working parents who also pay taxes and especially need all-day child care.

It means that one meets the income guidelines (up to 80 percent of the median income) and pays nothing, or, if both incomes exceed 80 percent, one pays the full cost of care, which in New Jersey is $50 per week per child—I should say, in Newark. A family of four earning $15,000 per year gross would be required to pay $2,600 per year per child because New Jersey has no subsidized fee scale plan.

We have talked a bit about family needs and the economics of child care. I would like to make a couple of comments about the children themselves.

Community level services, we feel, are most important because followup in a child care system is crucial, especially where families are troubled or poorly organized.

For example, in our own preschool program at our own center, in a group of 32 black and Hispanic children ages 2 to 5 years old, we have found the following problems and needs: In terms of annual dental and health checkups, all children need that; in terms of dental treatment for multiple cavities, we found 6 children; for need for dental surgery, we found 2 children; in terms of congenital defects, 6 children; in terms of hyperactivity, cause unknown, which means that extensive psychological and diagnostic services would be needed, this averages 5 per year at our center; in terms of vision, speech, and hearing problems, 14 this year; in terms of parent counseling needed, this is extensive counseling because of severe problems reflected in the classroom behavior of the children, 10.

These services are not readily available in one facility or at a price that parents can afford. Therefore, a lot of travel, contacting and coordinating time is needed in order to help one particular child. There is a whole range of health services that all children need, and I am sure many of you are aware of some of the problems we have with EPSDT and other child health programs throughout the country.

In terms of day care options, based on our own experience we have found that working parents who need professional child care should be able to get subsidized child care based on a fair sliding fee scale. Support services for the family should be available at a cost within their means and within a reasonable amount of time.

In terms of who should sponsor child care programs, we believe that the most effective and economical way to sponsor child care programs is to provide public funding and community sponsorship. A comprehensive child care bill can attempt to bring some of this commitment into focus. Some indexes of promoting cooperation rather than competition between the private and public sector would be:

1. Legislation should permit flexible income guidelines by the use of sliding fee scales.

2. Funding, other than fees, must be provided by State, local, and Federal Governments. Planning for title XX services has been haphazard because States are depending on private contributions to put up the non-Federal share.

3. Policymaking bodies must be composed of parents and citizens immediately affected by the program as well as other interested lay people.

4. Public agencies should be discouraged from trying to set up systems for direct delivery of services. Contracting with existing community and private organizations should be encouraged.

5. Public agencies should set standards and guidelines, provide technical assistance and play a general contracting role. Citizen advisory committees should be required in these functions.

Therefore, we feel that the attitude of our society and policies toward children really, in the last analysis, will have the final say over what kind of child care legislation can possibly be passed.

We see that the job of child care is much broader than opening a number of child care centers. Programs must be funded to be family service centers. Programs must be funded to be service centers where parents can get all the services that children need to grow.

Members of this committee, America is made up of millions of ordinary people, black, white, and brown, who are doing their best to raise their children well. They are plagued by inflationary prices, polluted air and water, high taxation, and many, many fears for the future.

The opponents of child care are perhaps the most fearful of all. Don't be misled by their vehemence. It is born out of fear and frustration, not correct thinking.

We say that there are millions more who will be encouraged by your concern and your positive stand for children. They are too concerned about their everyday problems or too humble to think about writing a letter, but they are looking and listening to see what this new Congress and this new administration is going to do to help them. Our children are waiting for America—we cannot afford to let them down.

Thank you for your time.

[The prepared statement of Ms. Andrade follows:]

Testimony on

CHILD CARE AND CHILD DEVELOPMENT PROGRAMS

before the

Subcommittee on Child and Human Development
Senate Committee on Human Resources
United States Senate

February 20, 1978

presented by

Rebecca Doggett Andrade
Executive Director

TRI-CITY CITIZENS UNION FOR PROGRESS, INC.

founding chairperson

EMERGENCY COMMITTEE TO SAVE CHILD CARE

Newark, New Jersey
(201) 374-5252

My name is Rebecca Doggett Andrade. I live at 25 Clifton Avenue, Newark, New Jersey. I am here today to represent Tri-City Citizens Union for Progress, a community development corporation of which I am Executive Director, and the Emergency Committee to Save Child Care, of which I am the founding chairperson. As a parent, a child care activist and a professional, I am particularly encouraged to see that our Congress has not abdicated responsibility for the future of our children in America.

You have probably heard many well-known professionals and national leaders in the child care field, so that we from the City of Newark, New Jersey felt that our contribution to these hearings could be to give you a field report on the state of the community.

In our city, there are over 45,000 children under the age of 6 years. At least 13,000 of those children need full time child care on the basis of having working parents or parents in training. This figure does not include parents who would like early childhood programs for educational and social purposes. Nor, does this figure include any calculation of how many of the 77,000 children in public school need after-school care.

The composite waiting list of the child care centers in Newark who receive 75% federal funding under Title XX is 3,000. In our neighborhood center alone, the official waiting list is triple the number of spaces we have available. Most parents decline to complete an application when they hear this. Ninety percent of the people on the waiting list are within walking distance of our center.

Who are the lucky people who have child care spaces in Newark and who are the people who are left out?

First of all, Title XX is providing social services of any kind to only a fraction of those eligible under present income guidelines. Therefore, there is discrimination against eligible people because only a percentage are being served. All of the parents on waiting lists for child care are income eligible for service.

The majority of people needing child care are relatively young (under 35 years) wage earners or welfare recipients in school or training. Many of them are single parents. Their average family income is $7,500 per year.

Those income-eligible families that must be turned away are forced to pay $25.00 or more per week per child for child care with a babysitter or in a program that is not subject to federal standards. This must be paid out of take-home pay that averages $125.00 per week.

There is another group of wage earning, tax paying citizens that is also left out of the system. That is the family with two working parents. In New Jersey, the Title XX State Plan does not allow for enrollment up to the 115% median income permitted under the law. This all-or-nothing stance in New Jersey is terribly unjust to the working parents who also pay taxes and especially need all day child care. It means that one meets the income guidelines (up to 80% of the New Jersey median income) and pays nothing, or, if both incomes exceed 80%, one pays the full cost of care which is $50.00 per week per child. A family of four earning $15,000 per year gross would be required to pay $2,600 per year, because New Jersey has no subsidized fee scale plan.

We have talked about the family needs and the economics of child care. Now, let's talk a bit about the child. There is no question that the first six years of life of the child and the prenatal condition of the mother determine whether a child is starting out ahead or behind in the game of human survival. We talk frequently about prevention and early detection, yet there is no evidence that our policies and actions have moved in that direction.

Community level services are most important because of the follow-up that is needed, especially for families that are troubled or poorly organized.

For example, in a group of 32 Black and Hispanic children ages 2 - 5, we have found the following needs:

. Annual dental and health check-up - all

. Dental treatment (multiple cavities) - 6

. Dental surgery - 2

. Congenital defects - 6

. Hyperactivity (cause unknown) - complete check-up and diagnosis needed - averages 5 per year

. Vision, speech, hearing problems - 14

. Parent counseling - severe problems reflected in classroom behavior of children - 10

These services are not readily available in one facility or at a price parents can afford. Therefore, a lot of travel, contacting and coordinating time is used to deal with one child. If parents are afraid or not ready to deal with the child's problem, more time is needed to get the parent to take action. However, we are convinced that if parents do not learn to take action for their children in these formative years, the chances are less for later in their lives. They also would be dealing with extensive treatment costs at a later date, not to mention the physical and mental damage already done to the child.

What are some of the services young children need?

All children from the age of one year should have an annual physical check-up which includes

1) updated histories
2) immunizations
3) speech, vision, hearing testing
4) lab testing for anemia, T.B., diabetes, blood pressure
5) physical examination for developmental problems
6) consultation with parent on unusual behavior
7) nutrition counseling
8) diagnostic and treatment services should be readily available and reasonably priced (or subsidized)

Children under one year should be seen more frequently so that immunizations can be completed and growth can be observed.

Day Care options:

Working parents who need professional day care should be able to get subsidized child care based on a fair sliding fee scale.

Support services for the family should be available at a cost within their means and within a reasonable amount of time.

Families with children with disabilities should be eligible for publicly financed services regardless of income.

Early childhood services should be available on a community or neighborhood level to promote accessibility. If prevention is crucial, it must be available where families who are not in organized programs can still have access to health services, family counseling, referral information, etc.

The present level of funding under Title XX child care does not provide for preventive health care services; some services for children especially in the diagnostic and psychological areas are virtually non-existent for young children. Services to counsel parents on nutrition or child rearing are rare. Most child care centers do the best they can with the scant resources they can find by traveling all over the city to get what is needed.

Those services that are available require parents to take time off from work because of their service hours.

Our own organization has struggled to establish a neighborhood children's health center as well as other services. However, this has been accomplished in spite of resistance on the part of state officials--not with their help. The net result is that few other organizations feel they would have the stamina or strength to fight it through.

Who should sponsor child care programs?

We believe that the most effective and economical way to sponsor child care programs is to provide public funding and community sponsorship. The federal level should set standards but local communities must struggle with the plans for implementation.

No existing public agency has the flexibility, creativity or determination to provide what ordinary people need. Bureaucracies thrive on paperwork, procedures and categories. People and communities need involvement and concern. We believe that the community has the interest and resources to deliver the needed services. However, the public sector has got to provide funding and support for community participation. We believe there is a winning combination of how to use our tax dollars to bring services back into our communities.

A comprehensive child care bill can attempt to bring some of this commitment into focus. Some indices of promoting cooperation rather than competition between the private and public sector would be:

1. legislation should permit flexible income guidelines by the use of sliding fee scales. Protection of participation of the poor can be accomplished by minimum levels of participation.

2. funding, other than fees, must be provided by the state, local and federal governments. Planning for Title XX services is haphazard because states are depending on private contributions for the non-federal share.

3. policy making bodies must be composed of parents and citizens immediately affected by the program as well as other interested lay people.

4. Public agencies should be discouraged from trying to set up systems for direct delivery of services. Contracting with existing community and private organizations should be encouraged.

5. public agencies should set standards and guidelines, provide technical assistance and play a general contracting role. Citizen advisory committees should be required in these functions.

A new federal comprehensive child care program must be farreaching and bold. We must not be intimidated by the opponents who would continue to water down our children's birth right in America.

The right wing opposition to child care, as with most of their positions, is attempting to hold back the tide of change. They prefer to live in the realities of the past and try to convince us to ignore the obvious realities of our present. The roles of men and women within the American family have already changed. The purpose of the family has not. One of its main responsibilities still is to nurture and raise children to be good citizens.

Organized child care programs provide the opportunity to help parents identify and meet the social, physical and mental needs of children in their formative years. A child is the primary responsibility of its family. However, that child will very soon become an independent adult member of the society. Have we used all of our means possible to see that that adult is emotionally, socially and physically able to be a productive member of our society? Or has our neglect of his/her early formative years produced an adult who will be an unproductive ward of some publicly financed institution?

Our society and its attitudes and policies toward children really have the final say, not the parent.

We who work with children every day and you who make the laws of the land have a responsibility to help the citizenry give up their myths and misconceptions about the American family.

This refusal to face reality is killing the American family. Parents need help to raise their children these days. We no longer live under such isolated conditions that we as parents are the strongest influence in the child's life and can completely control his/her environment.

Parents must be able to join forces with their neighbors and professionals of all kinds to help their children grow up in a safe, healthy environment.

Therefore, we see the job of child care as much broader than opening x-number of child care centers. Programs must be funded to be family service centers. Programs must be funded to be family service centers where parents can get information or direct help on everything from prenatal care, nutrition, where to get diagnostic services, family counseling and health care.

American society is changing. We are now captive of a consumer-oriented, self-interested media that is trying to convince our children that they have no responsibility to anyone but themselves, that self-gratification and consumerism should be their goal in life. Hard work and productivity are for fools.

However, the role of the American people has not changed. Our role is to challenge these false standards. Our role is to help people raise their children properly. Our role is to say that people do come first and that we do have a responsibility for the well-being of others.

Members of this committee, America is made up of millions of ordinary people, black, white and brown, who are doing their best to raise their children well. They are plagued by inflationary prices, polluted air and water, high taxation and many, many fears for the future.

The opponents to child care are perhaps the most fearful of all. Don't be misled by their vehemence. It is born out of fear and frustration, not correct thinking.

We can say that there are millions more who will be encouraged by your concern and your positive stand for children. They are too concerned about their everyday problems or too humble to think about writing a letter, but they are looking and listening to see what this new Congress and this new administration is going to do to help them. Our children are waiting for America--we cannot afford to let them down.

Senator **Cranston**. Thank you very, very much.

I want to make clear that your full statements do go in the record, even when you don't read the full statement.

Incidentally, I wanted to say that two-thirds of the members of this committee were present tonight since it is only a three-man committee. Senator Hayakawa was here earlier. Night hearings are not very frequent here, and Senators sure put in a full day. There are staff members present representing Senators not present, and the record will be reviewed carefully before we act by the Senators and their staff members.

Ms. Aguilar de Neely, are you going next?

STATEMENT OF YOLANDA AGUILAR de NEELY, DIRECTOR, CAMDEN COUNTY OFFICE FOR CHILDREN, CAMDEN, N.J.

Ms. **Aguilar de Neely**. Good evening. My name is Yolanda Aguilar de Neely, director of the Camden County Office for Children in New Jersey.

Knowing that other groups have and will address you on the needs of children and families for child care services, giving you data and studies that demonstrate this, I felt I would address you in quite a different stance but on the same topic before us: Children and families. I feel I would like to base my whole statement on experience, our experience in Camden County as a community, attempting to address the needs it had for child care services and will have in the future. This statement will be deliberately simple and as clear as I can make it in order to stress the points that are necessary. When needed, attached will be the necessary documentation.

In 1971, when Federal funds finally became available to New Jersey for publicly funded child care programs, the community of Camden County was excited. For quite some time the community felt a need for child care services that would be available to our neediest families in Camden County. The poor community of Camden County itself had come up with that as one of the solutions to the problems experienced by them, such as the high rate of unemployment, wanting to get themselves out of the welfare cycle the system had created.

The poor community of Camden City, blacks, Puerto Ricans, and whites, had come up with day care as one of the solutions to the problem of the crisis of the big cities, which the city of Camden was beginning to face a little earlier than most big cities are facing right this very moment: the crisis of whether or not the cities are a thing of the past, the possibility of bankruptcy, an issue that President Jimmy Carter carefully avoided in his recent state of the Union address for his own reasons. An issue—"Crisis of our Cities"—definitely addressed by our own Governor of New Jersey, Gov. Brendan Byrne in his recent state of the State address before the New Jersey State Legislature, though carefully not addressed in his budget presentation this past week, for his own reasons, and much to the anguish of those concerned about the future of big cities of New Jersey.

In 1971, the poor community of Camden City had come up with some ideas of its own regarding the future of Camden City when its future was severely being threatened by the fact that the big city of

Philadelphia was spilling into the suburbs around it—one of the suburbs being that around the city of Camden—literally threatening to turn "little old" Camden City into a "marker" on the superhighway connecting the city of Philadelphia with the sprawling suburbs of Camden County.

The 1930 solutions to the problems of the poor located in the cities had turned out to be bankrupt. Some of the liberal solutions had failed. Ironically, OEO of Camden County, now known as Community Services Administration, a community-based social service agency run by the community, continues today in Camden County and is very respected for its contributions to the revitalization of Camden City as well as Camden County.

Today, when it seems that those in power on the national and State level have run out of ideas for saving our cities—in 1971 the community of Camden City came up with one of the several solutions for itself, day care. The poor community of Camden wanted some very basic things in life: jobs, better housing, better schools, and viable neighborhoods, a community where people would not have to live in fear. Day care was seen then and now as a vital component of the human as well as the physical solution to the future of its city, a city beginning to show signs of trouble.

It is very important now to quickly say why day care was seen as a solution—it allows people to get jobs, it helps children not to be the casualties of the poverty of their environment. We do not want children to suffer because parents have to work. Day care was seen then as now as a community builder. This can be proven by the fierce loyalty of parents and community folks to help begin and continue programs. The community of Camden City and Camden County have given a lot of time and hope to help continue life in a city beginning to show signs of a growing crisis.

It is also very important to mention here before we enter into the problems of day care to point out what the composition of the community looks like that attempted to address the needs for day care services for poor families in Camden County. It consisted of poor blacks, a tiny group of Puerto Ricans, whites, a few leaders of these communities, and a few ladies and gentlemen from the suburbs of Camden County, some from the National Council of Jewish Women and religious and community citizens. Together, they sat down, analyzed the situation and came up with a solution to the problem regarding the needs of publicly-funded day care services for poor families in Camden City.

How day care programs began to be funded in Camden County in 1971: Federal funding for day care began to be funded in 1971 through title IV-A of the Social Security Act. These funds were available to States from the Federal Government on a formula basis, 3 to 1. Each State was allowed so much funding according to the population of the State. If one knows the political history of New Jersey, then one is aware that north Jersey has, up to now, governed the future of New Jersey, basically because the bigger cities of New Jersey are located in the north, such as Newark, Jersey City, Elizabeth, and Paterson.

As a result, south Jersey, though just as needy, under different circumstances even more in need, is always, according to those of us who live in south Jersey, the last to receive whatever is left of the Federal money available to our State. Another political reality is that the distribution of funds to those localities in the State of New Jersey is also governed by how politically aggressive and assertive a community is.

With those things in mind, the community of Camden County attempted to plan for the delivery of publicly-funded child care services to the poor community of Camden City in 1971. Knowing that in order to draw down $3 from the Federal Government, the community would have to raise $1, the community of Camden City mapped out a grandiose plan.

First of all, there was a strong commitment to meet the needs of as many children and families as possible. There were child-care needs all over the city, particular needs, preschool, before and after kindergarten, after school, the specific needs of the poor black, the Puerto Rican child, the needs of children in a multicultural milieu, and the community wanted to meet all those needs.

It decided to approach the local funding sources, the city of Camden, the Camden County Freeholders, the United Way, and the industries still existing in the city—RCA and Campbell Soup Co. If they could come up with some matching funds, then possibly we could match it with State and Federal funds available to south Jersey. The local funding sources were approached and told of this plan. There were many needs. We wanted to meet as many as possible. If they gave us some starting funds, together with available State and Federal funds and the fees parents would pay eligible for these services, we might begin to make a dent into the great need for child care services in Camden City.

Apparently we must have made a good sales pitch because the funding sources made the first commitment of funds for the first publicly-funded child care programs in the city of Camden in 1971.

I will quickly go through the little history that I wanted to pinpoint for you, that the funding sources continued to increase which then lowered the fee. Our costs were around $50 a week. The fees at that time were $22 and $10 a week and the sources increased substantially because they liked what poor folks were doing, how we were succeeding and growing as a community and we were able to reduce the fees to $6 a week.

However, in 1975 everything came to an abrupt halt. In October 1975, with the introduction of title XX as the new funding source for not only day care but all social services, the plans and dreams of the day care community to eventually meet the needs of all children and families in Camden County came to a screeching halt. Title XX, Washington's answer to the social service needs of poor families brought new regulations. The war on poverty started by the Johnson administration was definitely a war on or against poverty, against poor people during the Nixon and Ford administrations. The agenda was war using sophisticated methods, war by regulation.

First of all, title XX, according to its philosophy, was Congress's answer to social service needs of children and families. And in order to fulfill this fantastic goal, Congress put all social service concerns in one pocket, calling it integration of social services, and then said to the administration, do it with a limited amount of funds, $2.5 billion, and also put a ceiling on State allocations.

What is the outcome? Can you imagine? In New Jersey, 1975 marked the year that it reached its ceiling in title XX dollars. Governor Byrne and Commissioner Klein had done a good job. They had lived up to their commitments. The money was not staying in Washington unspent in New Jersey. In fact, New Jersey kind of overdid it and overspent in some areas, especially in its purchase of social service grants, and we have done very well in day care in Camden County.

Competition for the dollars began. If the dollars were directed to where donor funds were available then those who were politically aggressive and assertive won. Day care in the State of New Jersey, well organized and outspoken, had done very well by 1975, spending $33 million of $88 million available to New Jersey. Senior citizens did not do as well. In 1975, they were just becoming a group to contend with. Some counties fared very well, too well, and others did not, no matter what the needs might be, whether greater or lesser in degree.

Interest groups—the Puerto Rican and Hispanics—lost out completely in 1975. They were newcomers who were latecomers. Puerto Ricans and Hispanics did not have political clout and no matter what their individual experiences and needs were, cultural or economic, they lost. The unmet needs for the rural poor: no. The possibility of increasing eligibility for lower middle class families, the real intention of title XX, families feeling the economic crunch and growing more bitter regarding social services going to poor folks, no, it was too late for them.

I will note here that the State of New Jersey has a definite answer for the difficult decisions they had to make in allocating funds for social services from 1975 to the present. However, my position here is to relate to you our experience in Camden County.

I just want you to know that our fee system has stopped. We don't have one. We were in a deficit position so we are facing the loss of slots. I want you to know that in other words, the future of poor people depends on their political clout, which I wonder if Congress really want to continue contributing to that. I think that they have to do something about coordination.

In my presentation you see a description of what is going on in HEW, the widespread fragmentation. Something could be done about that. We need more money. We need a policy so that it can give a direction to HEW and we just need a lot of help from Congress. I just hope, Senator Cranston, that you have the guts to do what is needed and that you will give us not only the money but the legislation to meet the needs of children because their future is in your hands.

Thank you.

[The prepared statement of Ms. Aguilar de Neely follows:]

TESTIMONY
OF
YOLANDA AGUILAR DE NEELY
DIRECTOR
CAMDEN COUNTY OFFICE FOR CHILDREN
BEFORE THE
SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT
OF THE
SENATE COMMITTEE ON HUMAN RESOURCES
FEBRUARY 20, 1978

Camden County Office for Children
1800 Pavilion Suite 202
2101 Ferry Avenue
Camden, New Jersey 08104
609-757-6869

An Agency of the Camden County
Board of Chosen Freeholder

"The solution lies in the Community. . . *

Good evening! My name is Yolanda Aguilar de Neely, Director of the Camden County Office for Children, which is a coordinating agency for child care services in Camden County under the auspices of the Camden County Board of Chosen Freeholders, Camden, New Jersey. In Camden County there are twenty five publicly funded child care programs providing services to approximately 1500 children. These programs range from infant care to pre-school, before and after kindergarten, after school and programs for children with learning disabilities. The Camden County Office for Children plans and coordinates activities for these programs, provides technical assistance and training for the staffs, parents and Board of Directors of individual community based, non-profit organizations, as well as coordinates a health screening program for all the children.

Knowing that other groups have and will address you on the needs of children and families for child care services, giving you data and studies that demonstrate this, I felt I would address you in quite a different stance but on the same topic before us: children and families. I feel I would like to base my whole statement on experience -- our experience in Camden County as a community -- attempting to address the needs it had for child care services and will have in the future. This statement will be deliberately simple and as clear as I can make it in order to stress the points that are necessary. When needed attached will be the necessary documentation.

* Taken from the Position Paper of the Puerto Rican Coalition for Child Development, January, 1978

Crisis in Day Care - Related to Crisis of Cities

In 1971, when federal funds finally became available to New Jersey for publicly funded child care programs, the community of Camden County was excitied. For quite some time the community felt a need for child care services that would be available to our neediest families in Camden County. The poor community of Camden County itself had come up with that as one of the solutions to the problems experienced then (such as high rate of unemployment, wanting to get themselves out of the welfare cycle the system had created). The poor community of Camden City (Blacks, Puerto Ricans, and Whites) had come up with day care as one of the solutions to the problem of the Crisis of the Big Cities which the City of Camden was beginning to face a little earlier than most big cities are facing right this very moment: the crisis of whether or not the cities are a thing of the past, the possibility of bankruptcy an issue that President Jimmy Carter carefully avoided in his recent State of the Union Address for his own reasons. An issue -- Crisis of our Cities -- definitely addressed by our own Governor of New Jersey, Governor Brendan Byrne in his recent State of the State Address before the New Jersey State Legislature, though carefully not addressed in his budget presentation this past week, for his own reasons, and much to the anguish of those concerned about the future of the big cities of New Jersey.

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Today when it seems that those in power on the national and state level have run out of ideas for saving our cities -- in 1971 - the community of Camden City -- came up with one of several solutions for itself -- day care. The poor community of Camden wanted some very basic things in life -- jobs, better housing, better schools, and viable neighborhoods --a community where people would not have to live in fear --. Day Care was seen then and now as a vital component of the human as well as the physical solution to the future of its City - a city beginning to show signs of trouble.

It is important now to quickly say why day care was seen as a solution -- it allows people to get jobs -- it helps children not to be the casualties of the poverty of their environment. We do not want children to suffer because parents have to work. Day Care was seen then as now as a community-builder. This can be proven by the fierce loyalty of parents and community folks to help begin and continue programs.

The community of Camden City and Camden County has given a lot of time and hope to help continue life in a city beginning to show signs of a "growing crisis."

It is also very important to mention here before we enter into the problems of day care -- to point out -- what the composition of the community looked like -- that attempted to address the needs for day care services for poor families in Camden County in 1971. It consisted of poor blacks, a tiny group of Puerto Ricans, whites, a few leaders of these communities, and a few ladies and gentlemen from the suburbs of Camden County -- (National Council of Jewish Women and Religious Groups and committed citizens) and together they sat down -- analysed the situation -- and came up with the solution to the problem regarding the need for publicly funded day care services for poor families in Camden City.

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Those things in mind, the community of Camden County attempted to plan for the delivery of publicly funded child care services to the poor community of Camden City in 1971. Knowing that in order to draw down $3 from the federal government, the community would have to raise one dollar, the community of Camden City mapped out a grandiose plan. First of all there was a strong commitment to meet the needs of as many children and their families, as possible. There were child care needs all over the City -- particular needs -- pre-school - before and after kindergarten - after school -- the specific needs of the poor black, the Puerto Rican child -- the needs of children in a multi-cultural milieu. And the community wanted to meet all those needs.

It decided to approach the local funding sources -- the City of Camden, the Camden County Freeholders, the United Way, and the industries still existing in the City (RCA, and Campbell Soup Company). If they could come up with some matching funds -- then possibly we could match it with state and federal funds available to South Jersey. The local funding sources were approached and told of this plan -- there were many needs -- we wanted to meet as many as possible -- if they gave us some starting funds -- together with available state and federal funds -- and the fees parents would pay eligible for these services -- we might begin to make a dent -- into the great need for child care services in Camden City. Apparently we must have made a good sales pitch -- because the funding sources made the first commitment of funds for the first publicly funded child care programs in the City of Camden in 1971 (approximately about 6 or 7 programs servicing about 300-350 children in 1972).

For us in the child care community of Camden County, it was an exciting time. The community was invigorated with a spirit of self-help -- day care was and is a meaningful way for cities to imporve themselves -- individual communities were reaffirming their identities -- black culture programs for the black child (BPUM), bilingual bicultural programs for the Hispanic child (Mi Casita Day Care Center and El Centro Comunal Boricano Day Care) were one of the first centers addressing the needs of the Hispanic child in the State of New Jersey, multi-cultural settings for children of different cultural backgrounds.

All of this for our children -- and it was a costly proposition -- the fees were high in the beginning -- too high for the families who still had to meet eligibility requirements of the federal government and set by the State (80% of the New Jersey Median Income). Fees ranged from $22 per week in one center to $10 and $15 in another center. However families paid the fees. They needed child care services. It was not just (they were not according to income - state requirements - flat fee in each center). Only families in Camden County paid fees while most of the rest of the State of New Jersey did not.

However, this was the solution -- of the community of Camden County in 1971 -- families would pay -- we wanted as many children to benefit from the little public money we were receiving -- we wanted the best for our children -- child development programs -- and the families paid it. It was a partnership between local government, industry, state and federal funds and families.

It was a difficult year, but it was a good year. And the community got stronger through success and achievement and development. People noticed. The second year the United Way of Camden County and the County Freeholder increased their commitment (the City of Camden reduced it). This allowed more centers to be developed, (a few in the suburbs of Camden County) -- more families to be served -- and we were a thriving 13 or 14 centers.

In 1974, I personally became involved in planning for the delivery of child care services in Camden County through the existing Community Coordinating Child Care

Council (4C's) which was also funded by Title IV-A with a match from the County Freeholders. Before this time I was involved with the Bilingual Bicultural child care programs as Director of the El Centro Center for Catholic Socal Services in Camden City. Together with other day care folks -- day care providers and advocates -- city and county folks -- we analyzed the situation of that time. Many families wanted to get in our existing programs -- there were new programs that the community wanted funded -- there were not enough slots for children and the fees were too high. We strategized, considered the situation and decided to be even more aggressive and assertive then we had been and imaginative. We approached our local funding sources (the City of Camden County Freeholders, and the United Way) for a substantial increase in local funding dollars. We had our act together. Two interesting events had occurred as well. There was a Freeholder (Lewis Katz) in charge of day care who could be approached and who was sensitive to the needs of children and families. And there was a new Mayor of the City of Camden -- Mayor Angelo J. Errichetti - who also could be approached and was sensitive -- though heavily burdened with growing problems of a dying city, (dying economically, crippled with a high rate of unemployment, poor housing and high welfare rolls and poeple leaving because they had failed to dream or stopped dreaming because of frustration).

One more interesting turn of events was the election of a new Governor - Brendan Byrne -- and the appointment of a new Commissioner -- Ann Klein -- to the Department of Institutions and Agencies. There was no ceiling to the available IV-A funds for social services to the State of New Jersey. Also New Jersey was not drawing down all of the available IV-A funds available to New Jersey. Commissioner Ann Klein, aware of the need for social services of low-income families and especially committed to child care services, vowed to draw down all that New Jersey was eligible for and directed her staff especially in the State Division of Youth and Family

Services to attract local donors to raise the seed money needed (State funds were also increased for the local match).

These three events and our own "expertise" and achievements could only lead to more success. The local donors increased their commitment substantially, this increased the State and federal funds -- and fees were lowered -- to an average of $6 a week per child in the programs -- the programs prospered (cost of care went from $35-$40 a week to $50 a week) -- expansion occurred (19 programs were able to receive funds from the consortion of City, County and United Way funds). The State also funded programs through other sources of funding and 25 programs were in existance. The number of children increased from 600 or so to approximately 1500 children --. There was no end to the creativity of the community -- and all types of programs were funded within those few 25 programs -- that little bit of funding (3.5 million) compared to the great need -- infant programs, more pre-school, programs for children with learning disabilities -- day care centers in two of our universities (Rutgers Camden Campus) and our Community College (Camden County Community College) for parents attending school -- poor children and families in the City of Camden and in the outlying districts of Camden County were served -- quality programs (had to meet federal interagency requirements) -- child development programs -- our children were going to get the best -- expensive but our children deserved it -- we believed in them and their future -- in the City of Camden and suburbs of Camden County. Jobs were created not only for the community people (trained and qualified people) who were running the programs but the parents of the children in the centers were able to go out and find work, and/or go into training or attend school. Families came off the welfare rolls gradually and a community was developing and becoming stronger. Day Care was and is making a significant contribution to the revitalization of a city that the Mayor and now State Senator Angelo J. Errichetti was and still is committed to save through the economic development plans he has. If only President Jimmy Carter will decide in favor of the Veteran's Administration Hospital -- which not only would address the health needs of the Veterans in South Jersey --that could form the cornerstone of a grandiose plan of a Mayor and State Senator and the community he needs and represents. All the other pieces are there -- and day care is one of those many important pieces.

October, 1975 a sudden halt -- the introduction of Title XX

In October, 1975, with the introduction of Title XX as the new funding source for not only day care but all social services, the plans and dreams of the day care community -- to eventually meet the needs of all children and families in Camden County -- came to a screeching halt. Title XX, Washington's answer to the social service need of poor families, brought new regulations. The war on poverty started by the Johnson Administration was definitely a War on or Against Poverty -- against poor people during the Nixon and Ford Administration. The agenda was war using sophisticated methods -- working regulation.

First of all Title XX, according to its philosophy, was Congress' answer to social service needs of children and families. And in order to fulfill this fantastic goal, Congress put all social service concerns in one pocket (calling it "integration" of services) and then said to the Administration -- "do it with a limited amount of funds (2.5 billion dollars) and also put a ceiling on state allocations."

What is the outcome? Can you imagine? In New Jersey, 1975 marked the year that it reached its ceiling in Title XX dollars. Governor Byrne and Commissioner Klein had done a good job -- they had lived up to true commitments -- the money was not staying in Washington unspent by New Jersey. In fact, New Jersey kind of over did it and over spent in some areas especially in its purchase of social service grants. Camden County had done quite well especially in day care.

Competition for the dollars begins. If the dollars were directed to where donor funds were available -- then who was politically aggresive and assertive won. Day Care in the State of New Jersey -- well organized and outspoken -- had done very well by 1975 -- spending 33 million dollars of 88 million available to New Jersey. Senior citizens did not do as well -- in 1975 they were just becoming a group to contend with. Some counties fared very well -- to well -- and others did not -- no matter what the needs might be -- whether greater or lesser in degree. Interest groups -- the Puerto Rican and/or Hispanics lost out completely -- in 1975, they were "newcomers who were **latecomers**". Puerto Ricans or Hispanics did not have political clout -- and no matter what their individual experiences and needs were (cultural or economic) -- they lose. The unmet needs of the rural poor -- no. The possibility of increasing eligibility for lower - middle class families (the real intention of Title XX) -- families feeling the economic crunch and growing more bitter regarding social services going to poor folks -- no -- too late.

I will note here that the State of New Jersey has a definite answer for the difficult decisions they had to make in allocating funds for social services from 1975 to the present.

But my position here is to relate to you our experience in Camden County. In Camden County -- day care had done well up to 1975. Of approximately 5.5 million allocated to Camden County, because of the available donor funds, .4 million of it was day care funds. The only hitch was that according to Title XX regulations, the State had to make a decision whether to charge fees to all day care recipients or not to charge anyone, and therefore, offer free day care. It was unfair to charge fees to parents in some counties like Camden County while other counties did not. It must be a fee according to income and not a flat fee as existed in each program. There had to be definite rules for non payment of fees -- termination policies. All of these regulations were to protect the rights of poor families receiving Title XX funds. And this, was a correct stance to take. Somebody should look out for poor families, and this was the federal role in its regulations.

Dr. Bruce Frankel, Ph.D., Department of Urban Studies, Rutgers University, Camden Campus, in a recent discussion paper regarding the present Administration's welfare reform proposal, states "the political affiliation of the poor based on the state of residents governs who will and will not escape from their poverty". Such is the case in New Jersey today -- and such is the case in Camden County today.

Camden County Day Care Program Today -- February 20, 1978

1. Since 1975, when Camden County was ordered by the State to stop collecting fees, it has not been able to charge fees to its families who receive child care services in its 25 publicly funded programs.

-- The State of New Jersey has been working on the feasibility of a fee system for day care in New Jersey -- applied for thousands of dollars of federal money to research and study this topic -- and to this day no fee system.

-- The day care community of Camden County organized, pleaded, and finally convinced the State of New Jersey that it could design its own experimental fee system --

designed it in six months -- submitted it in May, 1977, for the State's consideration review and decision to allow Camden County to experiment with fees.

-- As of September, 1977 with the appointment of a new Director of the Division of Youth and Family Services, a former Monmouth County Welfare Board Director, there has been no action or progress on a fee system for day care in Camden County.

2. Since 1975, though fees could not be charged, and we lost the money collected by fees for operational expenses of the child development program, our local donors have come to the rescue, and put up the matching money and some State funds, to fill the deficit that was caused.

In 1976, through the efforts of Commissioner Klein's Office, some funds from the additional Long-Mondale monies that were available to New Jersey, were used to make up the deficit.

In 1977, parents and advocates really got smart and started collecting voluntary contributions and raising funds through cake sales, etc. to make up the deficit, (approximately $44,000).

3. In 1976, the Camden County Freeholders enhanced the commitment they had to child care services by turning the Community Coordinated Child Care Council -- a private non-profit organization -- into a County Department called the Camden County Office for Children. It expanded the traditional services provided by this office and included a comprehensive health screening program for all children. I was named Director.

4. In 1978, there still exists 25 publicly funded programs -- community based -- we have not lost any of our child care slots (approximately 1500). This will be the 3rd year that these programs renew at the same cost of care for third year in a row

despite the high rate of inflation.

5. The new Director of the State Division of Youth and Family Services is contemplating decentralizing the mammouth bureaucracy that exists in the central state offices in Trenton and bringing the action (planning, coordination, administration, and contracting) for all social services to the County level. He is considering either the County Welfare Board, a County office of social services, a district office of the State DYFS, or a private non-profit organization.

6. The State is considering an alternative source of funding called Title IV-A which is available to families on public assistance. It raises many concerns on the part of the entire day care community, as well the total community, as presented in a position paper I wrote as Chairperson of the Legislative Committee on Child Care (December, 1977).

7. There is no official policy for children and families in this Country or the State of New Jersey.

8. There is no commitment on the federal or state level to meet the needs of all children and families, no matter what their economic condition may be.

9. There exists a fragmented - uncoordinated delivery system for child care services on the federal level as evidenced by the chart attached.

10. There is a trend on the part of the State of New Jersey:

    a). to absorb more and more Title XX funds for State Administrative costs.

    b) to substitute services formerly provided by the State with State funds.

    One can project, based on experience, that within five years the whole idea of community spirit -- developing locally based community services -- will be snuffed out by the imperatives of State bureaucracy.

11. There most be a separate source of funds to support child care -- otherwise death.

Why? It is self-defeating to put child care in competition with all the other social services.

Ironically, the citizens with the greatest needs can't even unite -- everybody needs more money. It has turned senior citizens against children. North against South. Blacks against Hispanics.-- there are no more pieces of the pie left.

Congress has contributed to creating an ugly situation.
What is the future of our cities? Do you really want to help realize the dreams people have who still live in the cities. The solution is still in the community -- day care is still a very important piece in the revitalization of our cities.
Free us, the people from all the wasted energy and time spent -- politicizing and scrambling for funds.

People are disgusted with throwing money at problems. Day care is a good investment it links aspirations and economic improvement to create real upward mobility -- therefore, viable cities.

Day care -- works! -- it's a winner -- expensive, but a winner -- a dollar well spent.

Quite a few of my friends are Jewish -- and they use a certain word -- chutzpah -- and I ask you if you have chutzpah -- the guts to do what's right for children and families?!

Will you come up with a definite policy for all children, the proper legislation that is needed, and the money. Lastly, will you listen to the community for the answers -- they have the solution -- it is much more creative, imaginative in these economic times. They are also closest to the people in need.

In June, 1979, our office, the Camden County Office for Children will close because of a State decision that there is a ceiling on Title XX, and the funds should go to direct services.

Thank you.

February 20, 1978

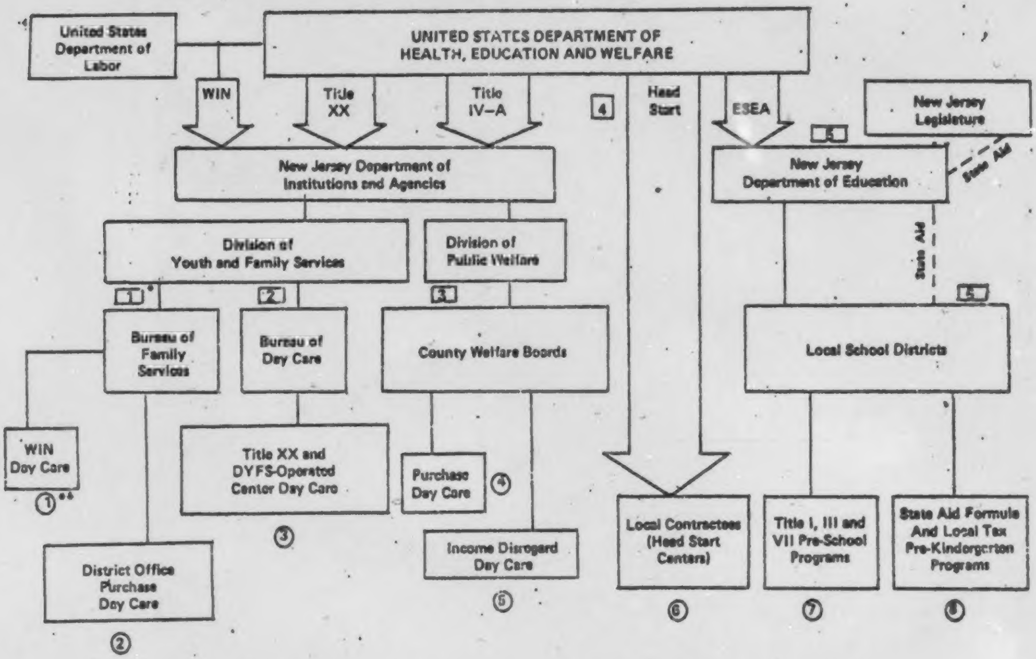
Yolanda Aguilar de Neely, Director

Camden County Office for Children
1000 Pavilion Suite 202
2101 Ferry Avenue
Camden, New Jersey 08104
609-757-6869

An Agency of the Camden County
Board of Chosen Freeholders

CHART. I

FUNDING SOURCES AND ADMINISTERING AGENCIES FOR CHILD CARE IN NEW JERSEY


United States Department of Labor
UNITED STATES DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
WIN
Title XX
Title IV–A
4
Head Start
ESEA
New Jersey Legislature
5
New Jersey Department of Institutions and Agencies
New Jersey Department of Education
State Aid
Division of Youth and Family Services
Division of Public Welfare
State Aid
1*
2
3
5
Bureau of Family Services
Bureau of Day Care
County Welfare Boards
Local School Districts
WIN Day Care
①**
Title XX and DYFS-Operated Center Day Care
③
Purchase Day Care
④
Income Disregard Day Care
⑤
Local Contractees (Head Start Centers)
⑥
Title I, III and VII Pre-School Programs
⑦
State Aid Formula And Local Tax Pre-Kindergarten Programs
⑧
District Office Purchase Day Care
②

*Numbers in small boxes denote the six units with primary administrative responsibility for day care delivery.

**Numbers in circles identify the eight major mechanisms for funding child care.

Senator **Cranston**. Thank you very much.

Who is going to go next ?

STATEMENT OF GRACE IBANEZ de FRIEDMAN, PROJECT DIRECTOR, CHILD CARE COMPONENT, PUERTO RICAN CONGRESS OF NEW JERSEY

Ms. **Friedman**. Good evening. As indicated in the record, I am Grace Ibanez de Friedman and I am from New Jersey, working for the Puerto Rican Congress of New Jersey, which is a statewide organization dealing in several areas, one of which is in child care.

Puerto Ricans in the continental United States number close to 2 million people, most of which are concentrated in the northeastern portion of the United States. New Jersey has, according to our figures, close to 500,000 of those members in our State.

Family units today are no longer independent and totally self-sufficient units from the outside world. In fact, within our new structure families no longer provide the full range of resources that we normally attribute to them—in other words, food, clothing, shelter, education—necessary for family survival functioning.

Increasingly, parents have become coordinators of resources. Consequently, their ability to secure access to these resources determines the quality of life enjoyed by family members. Despite changes in family structure, we continue to evaluate a family by how it fits the earlier ideal of self-sufficiency.

A good case in point is the Puerto Rican family, of which I would like to spend some time talking a little bit about.

The average Puerto Rican family is typically characterized by poverty, its youthful members, its lack of wage earners, its undereducated, unskilled adult members, and its monolingual background, namely, Spanish (which is spoken at home and also in the working world).

This adds up to a family profile of severely limited private purchasing power. This adds up to a family more vulnerable under pressure. This adds up to a family unit of considerably less power than needed in a highly competitive depressed economy.

It would be easy to conclude that the Puerto Rican family is "inadequate." But the Puerto Rican family is different from the nuclear family we come to value as Americans. Despite the many pressures encountered, the Hispanic family continues to adhere to three basic values:

First, the value placed on commercial sharing of responsibilities toward its less independent members. This includes children, the elderly, and the poor. In a Hispanic family unit one is not a single self but a community of selves. We view the family as a human compound of support.

Within the brochure or the pamphlet I handed in with the testimony there is a whole article on the Hispanic family written by Dr. Elvira de Silva, addressing this area in detail.

A second value we place is on child rearing itself. Our children are our assets, our treasures, not burdens and liabilities. In an Hispanic family we don't try to rush children through childhood but enjoy their dependence on us.

The third value I would like to indicate is that we place a great deal of value on respect and dignity between the young and old. In a Hispanic family we maintain the tradition respecting family roles, and of being polite to others who are older and sometimes wiser.

These values can be a major source of strength to American culture and society. Hispanic values can serve to strengthen our national fiber, not just Puerto Ricans and Hispanics in particular.

The development of a comprehensive social service system becomes a necessary prerequisite for the development of family self-sufficiency and the survival of the Puerto Rican family unit, and this includes both child and adult members.

The private purchasing power of Puerto Rican families is naturally spent on the cost of food, clothing, and shelter. Subsequently, severe limitations are placed on the family's ability to purchase quality child care. The fiscal resources of the larger society, we feel, are called upon for corrective action vis-a-vis funding to impact on Hispanic family needs in a variety of related social service areas. This includes child care, health, nutrition, training, and employment opportunities.

Let me dwell a little bit longer on the area of child care. In 1974, the Puerto Rican Congress articulated the need to expand child care delivery systems in the service of Hispanic needs and we based this on a five-point rationale.

1. That organized child care offers a manpower supplement;
2. That organized child care offers a vehicle for the coordination of social services;
3. That organized child care offers a mechanism for child health delivery;
4. That organized child care offers an educational opportunity at what we feel is the critical period in children's development; and
5. Lastly, and I can't really emphasize this enough because this is the whole point of the Puerto Rican Congress major thrust, is that an organized child care program offers an opportunity by which a community can pursue its own development and organization.

We emphasize child development as part of community development because there is an intrinsic value in our society at large to enable local groups, including consumers of services to engage in the frequently frustrating process of initiating and building their own institutions to deliver needed services.

The process provides concrete experience in the areas of politics, administration, education, health, and social services which can be and is applied in personal lives as well as other community efforts. We believe that for our community to develop collectively we must have widespread involvement in child development decisionmaking. This approach, child. family, community development, results in a rich and consistent experience for the young child, and access to community resources, health, social, and education for the entire family. Child care programs serve as natural neighborhood clearing houses where adults, along with their children, are learning, not separate and apart from it.

Since 1974, the Puerto Rican Congress first involved itself in child care. Alluding to the competition that Yolanda so well documented in terms of title XX funding, we feel that this continued pressure, this downward pressure on child care, is forcing the Puerto Rican community to pay a double penalty; one for not having private purchasing power; and two, to have come along late in organizing and applying for child care programing dollars.

In our testimony we have given specific recommendations in this area to make sure that the policy and the legislation that comes forth does reflect our needs.

Thank you.

[The prepared statement of Ms. Friedman and additional material supplied for the record follow:]

CONGRESO BORICUA DE NEW JERSEY
(Puerto Rican Congress of New Jersey)

222 WEST STATE STREET TRENTON, NEW JERSEY 08608

TELEPHONE: (609) 989-8888

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Statement Submitted to
U.S. Senate Sub-committee on
Child & Human Development

Child Care 1978
from a Puerto Rican -
Hispanic Perspective

Grace Ibañez de Friedman
Project Director
Child Development Component

February 20, 1978

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B. The Solution Lies in the Community

C. Hispanic Family

Introduction

This background paper was prepared to acquaint the members of the U. S. Senate Sub-Committee on Child and Human Development with issues affecting the delivery of child care and family functioning from a Hispanic, and in particular a Puerto Rican perspective.

The author is a staff member of the Puerto Rican Congress of New Jersey, a statewide agency with a seven year commitment to the advocacy of Hispanic issues and the development of the Hispanic community. The services of the agency include training, technical assistance in proposal writing, and compiling research in the respective areas of child development, bilingual education, business development, and employment.

Our aim today is to encourage the development of sensitive programming to improve the quality of pre-school education for non-English speaking children and thereby reach their respective families and communities.

Grace Ibañez de Friedman
Project Director,
Child Development Component

February 20, 1978

General Data on Puerto Ricans

Puerto Ricans, both here in the continental U.S.A. and in Puerto Rico number close to five (5) million:

1.7 million (Continental U.S.A.)
3.7 million in Puerto Rico

The majority (or great bulk) are concentrated in the Northeastern portion of the U.S.A.

Of the 1.7 million Puerto Ricans in the Continental U.S.A. the following data has been compiled:

a. $7,629. is the average family income of these families
b. 32.6% of Continental Puerto Ricans are mired in poverty
c. 24.4% of Continental Puerto Ricans are on public assistance
d. 28% of Continental Puerto Rican adults have not finished high school
e. Puerto Rican women outnumber men by a small margin
f. 75% of Puerto Rican families have children under 18
g. Puerto Ricans have a medium age 20 years (or 9 years younger than the American average)
h. 28.9% of families are female headed (one-parent) units; at the poverty level this increases to 60% (Table 13)
i. Puerto Ricans have double the number of pre-school children as other American families (Table 11)
j. Puerto Rican women are jobless almost three (3) times as frequently as other American women

Changing Family Structures

The Family despite the many changes and pressures being brought to bear on its sovereignity is the major child rearing agency universally -- and it has a long way to go before it is replaced. However the Family is in a weakened state. Today whether or not both parents work, family strucutre has dramatically changed from the autonomous, self-sustaining ideal of the past. Families are no longer independent units with little or few ties to the outside world. Increasingly families are becoming dynamic social systems whose members have increasingly complex inter-relationships with the outside world. Industrial society has created a family strucutre surrounded and influenced by TV, public education, mass media channels, mass transportation systems, all serving to impact on family dynamics.

Parents within this newer structure no longer provide the full range of resources -- (food, clothing, shelter, education, recreation, etc) -- necessary for family survival and functioning. Increasingly parents have become the coordinators of such resources, consequently their ability to secure access to these resources determines the quality of life enjoyed by family members.

Puerto Rican Family Profile

The average Puerto Rican FAMILY is characterized by:

-its poverty

-its youthful members, (many more non-wage earners)

-its undereducated, unskilled adult members

-its monolingual background, (primarily Spanish speaking)

And in virtually one out of three cases, Puerto Rican families are headed by single females; , thereby even less likely to have a strong wage earner managing and coordinating family resources.

This adds up to a family profile of severely limited private purchasing power -- this adds up to a family more vulnerable under pressure -- this adds up to a family unit of considerably less power than needed in a highly competitive depressed economy -- this adds up to a family whose head of household doesn't coordinate well.

Social Service Programming

The development of a comprehensive social service system becomes a necessary prerequisite for the development of family self-sufficiency and the survival of the family unit: both child and adult members. The private purchasing power of Puerto Rican families is naturally spent on the high cost of food, clothing, and shelter. Subsequently severe limitations are placed on a families ability to purchase quality child care. The financial resources of the larger society are called upon for corrective action vis a vis funding to impact on Hispanic family needs in a variety of related social service areas: child care, health, nutrition, training and employment opportunities.

Child Care

In 1974 the Puerto Rican Congress first articulated the need to expand the child care delivery system in the service of Hispanic needs. The prioritization of child care programming was based on a multifold rationale:

(1) that organized child care offers a manpower supplement vis a vis releasing parents to pursue training and employment.

(2) that organized child care offers a vehicle for the coordination of social services.

(3) that organized child care offers a mechanism for child health delivery (general, dental, mental).

(4) that organized child care offers an educational opportunity at the critical period in children's development.

(5) that an organized child care program offers an instrument by which a community can pursue its own development and organization.

Research has indicated that a child's learning pattern is shaped during his/her first five years. When parents are unavailable to provide nurturing - due to the need to work, sometimes due to family problems or indifference - the child suffers possibly irreparable developmental damage. And even where parents are loving and attentive, a quality child development program can serve as a wholesome supplement to the family. Good child care is fun. The child plays and learns with other children under supervision, has community cultural values reinforced, has nutritional food and medical attention, has a regular rest period, has stimulating toys.

Good child care involves the parent intimately. He/she makes policy decisions about who should care for and help develop the child and under what conditions. He/she interacts with - contributes to and learns from - the child's experience in a center. He/she is acquainted with community resources and fellow parents, and hopefully acculturates to expect the same kind of responsivity from the public educational system as exists in a good child development program. He/she learns to be involved at all levels in the process of changing their family future.

We further submit that the concept of bilingualism is a wholesome one for English - dominant as well as non-English dominant children and youth. It is a contribution towards the enrichment of the culture as a whole.

We emphasize child development as a part of community development. There is an intrinsic value to our society at large to enable local groups, including consumers of services, to engage in the frequently frustrating process of initiating and building their own institution to deliver needed services. The process provides concrete experience in the areas of politics, administration, education, health and social service which can be and is applied in personal lives as well as other community efforts. We believe that for our community to develop collectively, we must have widespread involvement in child development decision-making. This approach - child, family, community development - results in a rich and consistent experience for the young child, and access to community resources - health, social service, and education - for the entire family. Child care programs serve as natural neighborhood clearing houses where along with their children, not separate and a part from.

Since 1974 when the Puerto Rican Congress first involved itself in child care, there has been both an increase in Hispanic sponsored child care agencies -- there are now eleven community based day care centers service 589 children under Title XX funding -- and an increased responsiveness to meet Hispanic child care needs by non-Hispanic agencies. However the efforts of the past four years are in real jeopardy. The ceiling on Title XX monies has created an atmosphere of increased competition among social service providers. This has created a policy and program direction to "de center" care from community based projects to family day care - a cheaper alternative to group care settings.

The Puerto Rican Community is paying a double penalty:

(1) one for not having enough private purchasing power

(2) two for being late to organize and apply for child care programming dollars.

Prior to 1968 organized child care in New Jersey was limited to the middle and upper class families, the advent of Title IVA of the Social Security Act provided funding for child care (and other social services) for low income people. Later when IVA became Title XX, the goals of Title XX reinforced the early principle:

Social Services Goals

> Any social service provided under Title XX must be directed to at least one of these five goals:
>
> to help people become or remain economically self-supporting;
>
> to help people become or remain self-sufficient (able to take care of themselves);
>
> to protect children and adults who cannot protect themselves from abuse, neglect, and exploitation and to help families stay together;
>
> to prevent and reduce inappropriate institutional care as much as possible by making home and community services available; and
>
> to arrange for appropriate placement and services in an institution when this is in an individual's best interest.

Child care services were and still are of multiple benefit to families, and although the management of some programs has been seriously questioned, let us not lose perspective by destroying a human service and community growth instrument such as day care services.

Puerto Rican families need our help to move from the powerlessness, the alienation, the isolation they experience as they attempt to leave their past and enter their future. It is far easier and more economical to help these families before they are troubled - non-functioning - than later when they are in need of remediation and compensatory aid. In New Jersey it costs $2,500 to support a child in day care for a year; it costs about $12-14,000 to support a convict in prison.

Social Service Programming: Other Areas

Maintaining or expanding the level of child care in itself will not deal with the full array of problems confronting the Puerto Rican Family. Any proposed child care system must give attention to other social service aspects. These should be mentioned before drawing conclusions and recommendations for child care legislation.

Health

Proper physical functioning is a prerequisite to school success. The fiscal resources to purchase an array of health care services was created by the passage of the EPSDT (Early, Periodic, Screening, Diagnosis and Testing) legislation in 1968. Under EPSDT, medicaid eligible children (0-21) could receive a comprehensive array of health services; nationally New Jersey ranked 8th in terms of the estimated population eligible for such services. As late as 1975, New Jersey had barely begun to implement EPSDT, with a rank of 50th across the nation in terms of compliance.

Some reasons contributing to the lack of implementation are the:

(1) funneling of the services through the County Welfare Boards rather than community based agencies whose outreach capacities are generally more effective.

(2) lack of fiscal support for such programming, affected by half hearted implementation efforts and outreach.

(3) severely limiting the eligible population by interpreting that the school age population as covered by "equivalent care".

For this legislation to impact on Puerto Rican children, some drastic changes need to be considered:

(1) that the outreach and screening be conducted by community based agencies in order to make use of their effective communication channels

(2) that fiscal support be strengthened, in particular that prime sponsors of these programs be required to set aside monies for Hispanic impact.

(3) that the eligible population be expanded to consider school age children.

Nutrition

The major nutritional operation today is in the form of Child Feeding Programs,but the majority of these resources are channeled through school lunch programs. Extremely important, but these programs are not aimed at the groups most in need, the very young and the elderly.

Even Day Care Programs (Pre-school) don't do much better. These programs attract only children that are over rather than under the age of three, and even more important, they don't reach most Hispanics. The number of Hispanic children registered in Day Care Programs is miniscule in comparison to the Hispanic population of New Jersey.

Good nutritional programs are capable of reaching the people. Laws guaranteeing these services, regardless of age or income, to all people need to be brought forth and implemented. Nutrition education has to become an established part of the curriculum of Day Care Centers and School systems. And it must involve cultural intervention so it can encompass the whole family not just the child.

Health care providers, social service agencies and schools must become aware of the Nutritional programs that are available and rally in support of those we are in danger of losing.

Training and Staff Development

Training under Title XX monies have been directed to general population needs with virtually no consideration for the specialized training needs of bilingual/bicultural programming in the areas of day care social services.

Participation in general training programs by Hispanic day care personnel has been slowly increasing however the usefulness and application of such learning has been limited by language and cultural barriers. A need for Hispanic trainers is evident, not only to communicate knowledge but to accruately evaluate performance.

The small number of Hispanic certified (licensed) teachers has been of great concerns, since a program is licensed based on the credentials of its teaching personnel.

Recently an Ad Hoc Committee on Nursery School Endorsement was convened to discuss and propose an increase in the present standards required for teachers coming from other areas of education. While applauding the increase in credits, it is important to weigh the ramifications/benefits/costs of such actions on all parties: Teachers, students, children and colleges.

Employment

Everything Hispanics have been asking for in Manpower Programming is provided in the CETA Act, at least on paper.

Title I stipulates that State and local prime sponsors must provide employment and training services, including the development of job opportunities to those most in need of them, including low-income persons and persons of limited English speaking ability. In addition, Title III authorized the Department of Labor to undertake projects, such as the teaching of occupational language skills in the primary language of persons with limited proficiency in English and the development of new employment opportunities.

Nevertheless, Hispanics are usually under-represented as program participants, particularly in skill training programs, English as a Second Language (ESL) is provided only as an isolated, individual program.

As noted in the U. S. Commission on Civil Rights Report:

> "Too often training programs failed to recognize and deal with the uniqueness of the needs of the Hispanic. The decision makers often do not know enough about the language and cultural characteristics of the people to develop viable and effective programs. The fact that Hispanics speak a foreign language and have different backgrounds is regarded as being their own problem; and the need to establish programs built upon serving people from different cultures is not always recognized. As a result while the basic idea of training and education for the disadvantaged may be sound, the policy for implementation may have built-in difficiencies. If manpower programs are to serve Hispanics effectively there must be an effort to develop sufficient numbers of skilled Hispanic policymakers and place them at all levels of the delivery system."

In New Jersey, statistics from the State Manpower Services indicate that CETA enrollees are older, better educated and less disadvantaged than the average Hispanic. The statistics also show that Hispanics participation in CETA programs is if not, declining, continuing to suffer. During Fiscal Year 1976 Hispanic participation in CETA was 16.0 percent, under Title VI. Throughout the first quarter of Fiscal Year 1977 Hispanic participation was 14.8 percent, 6.2 percent and 5.9 percent respectively.

This shows a drastic drop in Hispanic participation from a year total in 1976 of 9.93% to a 1977 low of 8.96%. Yet, during this same fiscal year the federal allocations for Manpower programs in New Jersey continues to increase and the state unemployment rate for Hispanics continues to be a high 13.5%, the highest of all groups in the state.

This is due to a combination of factors. Many Hispanics of working age are limited by lack of skills and inability to communicate in English, to jobs in light manufacturing, and industry that is in a state of decline. This is especially true of women.

The poor and deteriorating position of Hispanics in this State can be improved by improving their participation in CETA job training and employment programs. This Act was enacted to provide Manpower services and better occupational opportunities for the disadvantaged, and Hispanics are in drastic need.

Recommendations and Conslusions

The election of the Carter-Mondale ticket was a source of hope for day care strategists nationwide. The silver lining; however, had a cloud attached -- that day care legislation was conceptually viewed as being under the heading of education rather than social services. This trend could be potentially harmful to the view that we hold as community advocates -- that education is part and parcel of other social service considerations.

The track record of the public education system in the State of New Jersey has been a poor one in terms of looking out for the urban poor and needy. Even with the passage of a Thorough and Efficient Legislation, suburban school areas continue to benefit more from its impact than the urban areas where Hispanics and Blacks reside.

The following recommendations are offered to help you in your legislative deliberations:

1. Hispanics should be classified as a significant segment to be served; when Hispanics represent five percent on more of the service population funds should be earmarked or prioritized for such purposes.
2. That federal guidelines to the states on policy and programming should include the following considerations:
    a. Puerto Rican representation must be immediately increased on boards of director of public and private agencies. Similarly, it is necessary that Puerto Ricans be employed at the administrative, supervisory and practitioner levels of these agencies.

    b. Information given to Puerto Rican families about child care and welfare programs must be written in Spanish as well as English.

c. Public and private agencies are not accountable to the community they serve. We strongly urge that a system of accountability be established in which Puerto Rican input is included.

3. That federally supported and federally financed child care programming continue.
4. That child care, pre-school education, be maintained as part of social service programming not simply education.
5. That community self determination be respected and supported vis a vis legislation and sound programming guidelines
6. That legislation be drafted that reflects an inter-disciplinary approach of interlocking systems and perspectives, that the consumer be a designer in such a system.

As of late there has been a marked penetration by the business and marketing field into the area of social service programming. While we agree that greater fiscal accountability is needed in order to guarantee that our tax dollars are being soundly used, let's not go whole hog, and forget that human beings respond to and are affected by many pressures, hence cannot be measured by simple cost effective criteria.

The conditions for giving service to families should match the needs of those receiving the service. We will begin to help children, Puerto Rican and others, only when the family unit is strengthened and supported.

In conclusion, I quote the Bank Street Consultation Service's Day Care's Dangerous Article:

"The important tests are: How does the center function for families? As another institution which fosters individual dependency and isolation from group responsibility? Look at the children; what do they see? Do they see their parents controlling their own lives, affecting their own destinies? Perhaps if they are seeing this they are learning that they can do it, too. Or do they see professionals and others making decisions for their parents and them?

Day care will become an important new institution in American society. How we shape this institution now has important implications for the futures of children, families, and society. Day care can provide children and adults with new opportunities to participate in forging the future..."

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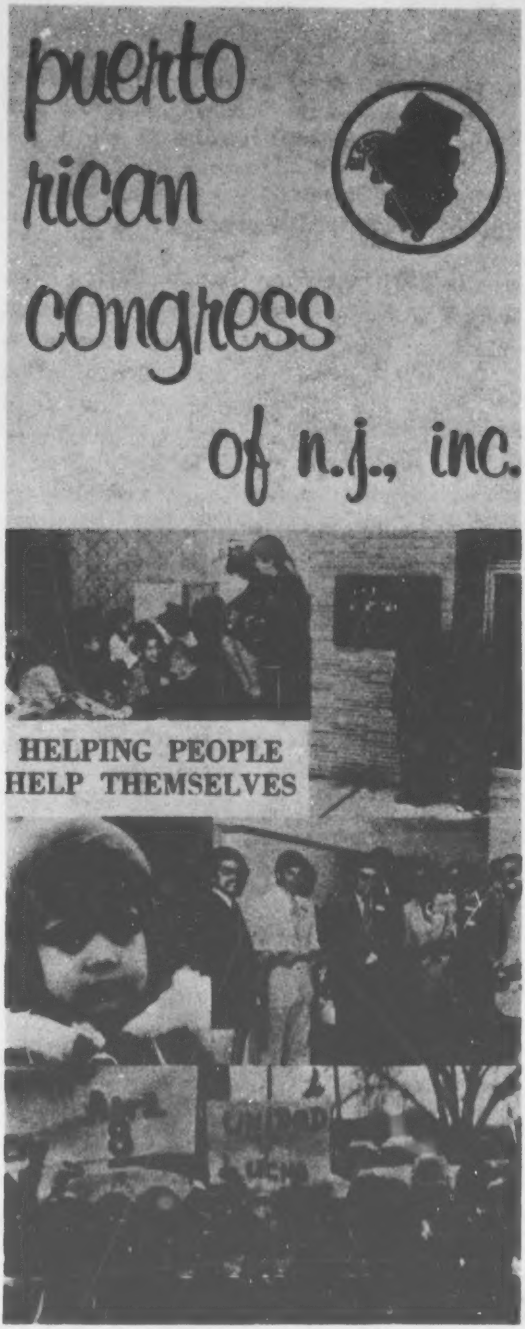

puerto rican congress of n.j., inc.

HELPING PEOPLE
HELP THEMSELVES

WHO?

The Puerto Rican Congress is the only state level agency addressing itself to the needs of New Jersey's 328,000 Puerto Ricans and 232,000 other Hispanics.

WHEN?

In 1970, the First Annual Puerto Rican Convention of New Jersey was held in Atlantic City. One of the many resolutions passed called for the establishment of an agency to help solve the acute socio-economic problems endured by Puerto Ricans.

WHERE?

In 1971, the Puerto Rican Congress was founded. The location chosen, a short walk from the state house complex and most state departments, has given the agency presence and accessibility in it's advocacy role.

WHY?

The theme questions at that first convention were:

"WHO ARE WE;
WHERE ARE WE; AND
WHERE ARE WE GOING?"

One and two reaffirmed the need for a vehicle to set the pace and direction in answering the third part of the question.

WHAT?

Over the last five years, the P.R.C. has advocated for programs and legislation to alleviate the problems of its constituency. We have conducted training seminars throughout the state for Puerto Rican leadership, community volunteers, and state officials and employees in sensitive areas. We have conducted studies and surveys to determine specific areas of need and to document the extent of services lacking in the social delivery process. We compile and tabulate data and make it available to community groups, state agencies and government officials.

Following is a brief outline of our current programs:

CURRICULA RESEARCH AND EVALUATION

- Evaluation of Bilingual Materials
- Bilingual Materials Selection Manual
- Development of Bilingual Curriculum
- Field Testing of Bilingual Curriculum
- Training of Advocacy Groups

ECONOMIC DEVELOPMENT

- Financing
- Marketing
- Planning
- Feasibility Studies
- Training Seminars

MANPOWER (C.E.T.A.)

- Translation of Key Infomation
- Monitors Hispanic Paticipation
- Develops Training Programs
- Researches Employment Data
- Resume Bank

CHILD DEVELOPMENT

- Teacher Training
- Educational Materials Development
- Health Planning
- Organizes Day Care Centers
- Monitors Established Centers

HOUSING

- Organizes Local Housing Groups
- Trains Housing Development Groups
- Assists in Site Selection
- Provides Housing Consultants
- Monitors Progress of Groups

INFORMATION

- "Paso Firme" Newsletter
- Press Releases
- T.V. and Radio Programs
- Mailings
- Audio-Visual Presentations

ANNUAL CONVENTION

- Election of Board of Directors
- Assessment of Priority Issues
- Statewide Input Process
- Workshops in Major Problems
- Information Distribution

ADVOCACY: Rev. Alfonso A. Roman, Executive Director, meets with Governor Byrne to assess the impact that proposed budget cuts would have on New Jersey Hispanics.

TRAINING: The P.R.C. conducts Workshops and Seminars on Education, Manpower, Child Development, Leadership, Dispute Resolution, and other areas to prepare leaders for effectiveness in their communities.

The Annual Puerto Rican Convention is sponsored by the P.R.C. This event draws statewide representation and gives direction to the agency in its planning process through resolutions passed by the delegates.

*Puerto Rican Congress Publications**

- THE PUERTO RICAN EXPERIENCE
- EDUCATIONAL GOALS SURVEY
- EDUCATIONAL OPPORTUNITIES AND THE HISPANIC COLLEGE STUDENT
- EVALUATION ECHOES
- THE HOUSING STUDY
- PUERTO RICAN JOBLESSNESS IN NEW JERSEY
- ENCAMPED FARM WORKERS IN SOUTH JERSEY
- DWELLING CHOICES
- HIDDEN SUB-MINORITY IN N.J.: THE HISPANIC AGED

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PUERTO RICAN CONGRESS
of New Jersey
222 W. STATE STREET
TRENTON, NEW JERSEY 08608
(609) 989-8888

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CONGRESO BORICUA
FOUNDED 1971

DATA PROFILE:
HISPANICS IN NEW JERSEY

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CONGRESO BORICUA DE N.J.
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The problems faced by a Puerto Rican in his society are magnified and multiplied when he migrates to the United States . . .

Manuel Maldonado-Denis

The worst of those problems is to exist as a non-existent statistical figure . . .

Government planners and policy makers place a great value on statistical information. That information legitimizes the services rendered to the citizens. Unfortunately, for the Puerto Ricans and the Hispanics, that information is inaccurate and dispersed. The Puerto Rican Congress of New Jersey presents this booklet to assist those who need relevant information to prepare their cases. Use it and . . Organicemos Nuestro Futuro.

Alfonso A. Román
Executive Director
October 1977

János Gotsch
Research & Planning Director

José N. Lopez
Chief Statistician

Demographics

The 1970 Census counted 310,476 residents of New Jersey as "persons of Spanish Language".

During the period 1960–1970, while the total population of the State of New Jersey increased by 18.2%, Hispanics increased by a rate of 145.1% over the same decade. This rate of unparalleled growth permits a projection of 584,494 Hispanics in New Jersey by 1977.

With one out of every four residents being Hispanic, Hudson County has more Spanish-speakers than does Ponce, Puerto Rico. Passaic, Cumberland and Essex counties follow Hudson as counties with large concentrations of Latinos. Newark, with more than ninety-five thousand, has more Spanish-speakers than the combined populations of Mayaguez and Aguadilla, Puerto Rico.

The New Jersey Office of Business Economics has characterized the on-going Hispanic population growth rate as "phenomenal".

Socio-Economics

Puerto Rican families are larger, younger; are overwhelming renters of dwelling space, and live in overcrowded circumstances to a greater extent than is true of any other statistical group in New Jersey.

The median family income for Puerto Ricans is *43% less* than that of the average New Jersey family. To put it another way: for every $5 we have to spend for food and clothing needs of each of our children, the average New Jersey family has $10.

While 1 out of every 17 New Jersey families lives in poverty; 1 out of every 3 Puerto Rican families is either poor or working poor ("125 percent of poverty level").

With one out of every two Puerto Rican families having children under 6 years of age, the low rate (7.5%) of Puerto Rican pre-school children enrolled in nursery and child-care programs goes a long way in explaining the lower rate of Puerto Rican females in the laborforce. Multiple wage earners would significantly upgrade the economic dissimilarities noted herewithin.

Communities

Dover, West New York and Vineland score high on family stability (percent of persons under 18 years living with both parents): One out of every two Puerto Rican families in Atlantic City lives in poverty.

Puerto Rican homeownership is low in New Jersey with 13.6% or one out of every seven families living in owner-occupied dwelling space. And yet Puerto Ricans in Camden have achieved a rate of homeownership (52.1%) which is comparable to the total statewide rate of 57.1%.

If New Jersey is a study of contrasts for Puerto Ricans and other Hispanic people, the contrasts between the various levels of impoverishment and participation rates in programs for the needy are worthy of closer inspection. For example, Atlantic City has a Puerto Rican poverty rate of 50.6% and yet only 15.2% of the families were recipients of public assistance.

Education

If the future belongs to the young, then according to the last census the fact that Puerto Ricans (46.2%) are dropping out of school at a rate *four times* that of the statewide average (11.6%) and *twice* that of Blacks (25.7%) should be cause for alarm.

Hispanics represent the majority of the students in West New York, Union City, Hoboken and Perth Amboy and at least 25% of the enrollment in Camden, Dover, Elizabeth, Jersey City, Paterson and Vineland. Newark, New Brunswick and Lakewood are not far behind.

The following charts reflect data which directly relates to the Puerto Rican and Hispanic community in N.J.

— Demographics Tables 1 & 2
— SES: Characteristics Tables 3 thru 6
— Education Tables 7 thru 9

Table 1.
Persons of Spanish Language in New Jersey by County and Selected Cities.

Counties	**1970* Population**	**% Annual rate of Growth 1960–70**	**1977† Projection**
Atlantic	4,504	11.0	9,350
Bergen	22,145	7.0	35,560
Burlington	6,451	6.2	9,829
Camden	11,833	6.4	17,031
Cape May	627	7.3‡	1,028
Cumberland	6,699	13.5	16,253
Essex	54,985	11.0	114,158
Gloucester	1,947	5.8	2,888
Hudson	89,555	8.1	154,480
Hunterdon	791	7.3‡	1,296
Mercer	5,996	5.5	8,723
Middlesex	21,529	9.2	39,865
Monmouth	10,170	8.5	18,002
Morris	8,837	14.6	22,939
Ocean	4,287	15.2	11,544
Passaic	31,408	10.6	63,578
Salem	561	3.3	705
Somerset	3,153	10.1	6,183
Sussex	1,425	7.4‡	2,349
Union	23,584	10.5	47,441
Warren	789	7.3	1,292
N.J. Total	310,476	9.4	584,494
Cities			
Bayonne	2,228	4.6	3,051
Camden	7,768	5.7	11,452
Elizabeth	15,876	11.5	34,016
Hoboken	14,332	6.6	22,418
Jersey City	23,729	8.2	41,138
Newark	45,771	11.0	95,028
New Brunswick	2,230	10.0	4,346
Passaic	9,846	14.4	25,405
Paterson	18,068	8.7	32,399
Perth Amboy	8,513	9.2	15,763
Trenton	3,776	5.0	5,314
Union City	23,151	10.5	46,570
Vineland	5,474	14.0	13,696

*U.S. Bureau of the Census, *General Social and Economic Characteristics: New Jersey, 1970 (PC-1-C32), Washington, D.C. p.p.* 32–543.

†Straight-line projection based on 60–70 population growth rates.

‡Estimated

Table 2
Hispanic Population in New Jersey As Percent of Total Population By Counties and Selected Cities (1977)

COUNTIES	**Total* Population**	**Hispanic† Population**	**Percent of total**
Atlantic	178,850	9,350	5.2
Bergen	910,865	35,560	3.9
Burlington	331,745	9,829	3.0
Camden	484,305	17,031	3.5
Cape May	63,590	1,028	1.6
Cumberland	129,795	16,253	12.5
Essex	924,830	114,158	12.3
Gloucester	185,300	2,888	1.6
Hudson	606,190	154,480	25.5
Hunterdon	74,525	1,296	1.7
Mercer	321,050	8,723	2.7
Middlesex	612,370	39,865	6.5
Monmouth	482,190	18,002	3.7
Morris	406,665	22,939	5.6
Ocean	261,750	11,544	4.4
Passaic	471,175	63,578	13.5
Salem	63,815	705	1.1
Somerset	207,315	6,183	3.0
Sussex	87,390	2,349	2.7
Union	550,515	47,441	8.6
Warren	77,520	1,292	1.7
N.J. Total	7,431,750	584,494	7.9
CITIES			
Bayonne	73,445	3,051	4.2
Camden	100,535	11,452	11.4
Elizabeth	114,685	34,016	29.7
Hoboken	46,290	22,418	48.4
Jersey City	256,235	41,198	16.1
Newark	373,025	95,028	25.5
New Brunswick	42,790	4,346	10.2
Passaic	55,955	25,405	45.4
Paterson	147,380	32,399	22.0
Perth Amboy	39,760	15,763	39.6
Trenton	106,825	5,314	5.0
Union City	57,560	46,570	80.9
Vineland	51,140	13,696	26.8

*Office of Business Economics, Dept. of Labor and Industry; *Population Estimates for New Jersey*; Trenton, N.J. (July 1, 1976)

†Straight-line projection based on 1960–70 Hispanic Population growth rates.

Table 3
Socio-Economic Characteristics in New Jersey, by Ethnicity, 1970.*

	Puerto Ricans	Blacks	All Residents
Demographics			
—% under 18 years	48.3	42.1	33.4
—% 25 years & over	37.5	49.4	62.1
—% 65 years & over	1.4	5.5	9.8
— adult male/female ratio	.97/–	.82/–	.88/–
Family Life			
— mean family size	4.28	3.95	3.56
—% female headed families	19.0	29.7	11.0
—% families with own children under 6 yrs.	50.9	34.4	25.3
—% persons under 18 yrs. living with both parents	70.9	56.6	84.8
Economics			
— median family income	$6,459	$7,644	$11,407
— per capita income	1,807	2,243	3,691
—% families in poverty	24.3	18.9	6.1
—% families with income 125 percent of poverty level	34.6	26.6	9.0
— median family income as a percent of that of total population	56.6	67.0	100.0
— per capita income as a percent of that of total population	50.0	60.8	100.0

*U.S. Bureau of the Census, *General Social and Economic Characteristics: PC (1) – C 32 New Jersey*, 1972

Table 4
Educational, Employment and Residential Characteristics in New Jersey, by Ethnicity, 1970.*

	Puerto Ricans	Blacks	All Residents
Education			
— median education, males	8.4	10.2	12.1
—% adults, h.s. grades	20.4	36.2	52.5
—% pre-school children enrolled in Nursery School	7.5	17.5	14.2
—% males 16–20 years, School dropouts	46.2	25.7	11.6
Employment			
—% adult males, labor force	82.0	74.9	79.6
—% women with own children under 6 yrs in labor force	22.4	44.1	24.1
—% adult males, worked 26 weeks or less	10.3	12.9	11.5
—% adult females, worked 26 weeks or less	26.5	24.3	26.5
—% adult females, labor force	37.1	51.8	42.5
Residence			
—% rental dwelling space	86.4	73.4	42.9
—% persons 5 years & over living in same house/county in 1965	63.8	77.6	77.0
—% born in New Jersey	29.0	51.3	62.1

*U.S. Bureau of the Census, ibid.

Table 5
Summary of Puerto Rican Socio-Economic Characteristics in Selected Cities, 1970*

	Median Age	% male H.S. Grad.	% family poverty	% family Welfare	% children living with both parents	% households living in own home
Atlantic City	15.2	15.9	50.6	15.2	66.4	—
Camden	17.5	13.5	25.1	38.4	59.4	52.1
Dover	19.0	21.4	11.2	4.9	86.4	—
Elizabeth	20.8	25.2	15.6	10.7	74.0	7.2
Hoboken	19.2	15.5	35.8	21.5	71.9	—
Jersey City	18.8	15.6	25.1	20.6	68.0	3.1
Lakewood	19.7	3.4	21.5	37.0	62.4	—
Newark	17.5	15.8	32.8	29.4	62.5	2.2
New Brunswick	17.6	2.1	29.9	28.2	78.7	—
Passaic	19.6	19.9	26.7	14.7	61.0	.5
Paterson	18.7	14.0	22.8	21.5	68.0	2.8
Perth Amboy	17.7	15.4	19.4	16.4	78.0	—
Trenton	18.7	11.7	25.1	17.8	78.6	13.5
Vineland	16.5	3.3	27.7	28.5	83.7	29.5
Union City	22.9	18.8	12.9	9.3	79.2	—
West New York	23.0	33.1	11.2	10.2	85.4	—
N.J. Puerto Ricans	18.9	20.4	24.3	20.0	70.9	13.6

*U.S. Bureau of the Census, ibid.

Table 6
Civilian Labor Force and Unemployment Rate
Total and Spanish*

Rate **Counties**	**Civilian Labor Force** **total**	 **Spanish**	**% of** **total**	**Unemployment Rate** **total**	 **Spanish**
Atlantic	78,516	1,649	2.10	8.7	8.7
Bergen	417,507	9,444	2.26	6.3	4.7
Burlington	129,866	1,765	1.36	9.4	20.0
Camden	166,441	1,270	0.76	8.2	13.5
Cumberland	53,575	2,215	4.13	10.8	20.2
Essex	159,635	3,552	1.37	7.4	6.4
Gloucester	77,999	851	1.09	9.6	8.8
Hudson	146,750	22,259	15.17	10.4	16.8
Mercer	97,499	977	1.00	4.7	4.4
Middlesex	283,582	8,695	3.07	7.3	9.4
Monmouth	202,080	4,377	2.17	6.9	14.1
Morris	165,720	3,544	2.14	6.3	12.7
Ocean	103,720	1,965	1.85	7.9	12.5
Passaic	136,703	6,676	4.88	7.9	19.3
Somerset	87,068	907	1.04	5.3	0.0
Union	200,754	3,131	1.56	6.8	4.3
Cape May	30,300	373	1.23	11.3	13.7
Hunterdon	31,704	119	0.38	5.8	0.0
Salem	28,981	188	0.65	7.3	0.0
Sussex	38,466	896	2.33	6.9	0.0
Warren	36,272	488	1.38	9.5	26.0
Cities†					
Camden	47,962	2,597	5.41	14.4	16.8
Elizabeth	55,558	6,685	12.03	9.1	10.9
Jersey City	101,448	6,793	6.70	8.9	12.7
Newark	162,521	14,019	8.63	14.6	18.4
Paterson	162,521	6,464	10.57	12.9	17.6
Trenton	48,548	1,315	2.71	8.5	12.2
State, Total	3,250,344	113,214	3.48	8.12	13.5

*New Jersey Department of Labor and Industry Research and Planning Unit — 1976.

†Data on following cities was not included in the calculation of employment figures for respective counties.

Table 7
Public School Enrollment by County 1976–77

County	Total	Hispanic	Percent of total
Atlantic	36,925	2,241	6.1
Bergen	151,940	2,854	1.9
Burlington	77,296	1,420	1.8
Camden	96,421	5,664	5.9
Cape May	12,490	172	1.4
Cumberland	30,807	3,774	12.3
Essex	162,660	14,682	9.0
Gloucester	41,643	340	.8
Hudson	85,938	27,659	32.2
Hunterdon	19,844	96	.5
Mercer	55,082	2,388	4.3
Middlesex	116,069	6,347	5.5
Monmouth	106,499	2,459	2.3
Morris	89,617	1,636	1.8
Ocean	62,070	1,604	2.6
Passaic	84,423	12,232	14.5
Salem	14,087	230	1.6
Somerset	44,095	499	1.1
Sussex	25,040	132	.5
Union	90,811	5,913	6.5
Warren	17,586	121	.7
TOTAL STATE	1,421,348	92,463	6.5

*N.J. Dept. of Education Office of Management and Information, 1976.

Table 8
Public School Enrollment By Cities*

City	Total	Hispanic	Percent of total
Atlantic City	8,782	830	9.5
Bayonne	8,279	477	7.0
Camden City	20,830	4,946	23.7
Dover	3,214	900	28.0
Elizabeth	14,944	4,398	29.4
Hoboken	7,132	4,643	65.1
Jersey City	35,515	8,210	23.1
Lakewood	5,326	793	14.9
Newark	70,432	12,571	17.8
New Brunswick	5,245	1,069	20.4
Passaic	8,136	3,353	41.2
Paterson	27,983	8,161	29.2
Perth Amboy	5,933	3,482	58.7
Trenton	16,993	2,025	11.9
Union City	8,806	6,396	72.6
Vineland	11,889	3,062	25.8
West New York	6,364	4,738	74.5

*N.J. Department of Education, Office of Management Information

Table 9
Spanish Speaking as a percentage of total LESA (Limited English Speaking Ability) Students by Counties*

	Total LESA Students County	Spanish Speaking LESA Students	% Of Total LESA Students
Atlantic	526	516	98.1
Bergen	1,191	466	39.1
Burlington	275	108	39.3
Camden	2,377	2,292	96.4
Cape May	4	1	29.0
Cumberland	601	594	98.8
Essex	8,044	6,241	77.6
Gloucester	123	43	35.0
Hudson	5,536	5,107	92.2
Hunterdon	10	1	10.0
†Mercer	71	29	40.8
†Middlesex	972	770	79.2
Monmouth	612	470	76.8
Morris	335	281	83.9
Ocean	295	257	87.1
Passaic	3,492	3,144	90.0
Salem	74	73	98.6
Somerset	125	68	54.4
Sussex			
Union	1,957	1,525	77.9
Warren	28	12	42.8
Total	26,648	21,998	82.6

*These figures are only representative of students who have been identified as eligible for participation in Bilingual Education Programs. Source: Dept. of Education, N.J. Division of School Programs—Bureau of Bilingual Education 1977

†Above LESA figures do not include Trenton and Perth Amboy School Districts

Table 11

Population by Age, March 1975

	Total U.S. Pop.	Mexican American	Puerto Rican	Cuban
Total (thousands)	209,572	6,690	1,671	743
Percent	100.00	100.0	100.0	100.0
Under 5 years	7.7	13.7	13.0	4.6
5 to 9 years	8.3	12.5	13.0	6.5
10 to 17 years	15.7	19.5	20.7	16.7
18 to 20 years	5.7	6.6	6.2	4.0
21 to 24 years	6.9	7.8	5.8	5.4
25 to 34 years	14.4	13.8	15.9	9.3
35 to 44 years	10.8	10.7	12.8	15.6
45 to 54 years	11.3	8.1	7.0	18.6
55 to 64 years	9.3	3.8	4.1	10.7
65 years and over	10.1	3.3	1.5	8.6
18 years and over	68.3	54.3	53.3	72.2
21 years and over	62.6	47.7	47.1	68.2
Median age (years)	28.6	19.8	19.4	37.3

Source: U.S. Bureau of the Census, *Persons of Spanish Origin in the United States: March 1975*, Series P-20, No. 283, August 1975, Table 2.

Table 13

Family Characteristics of Total U.S. Population, Mainland Puerto Ricans, Mexican Americans, 1972

	Total U.S Population	Puerto Ricans	Mexican Americans
Families (in thousands)	53,296	363	1,100
Percent with own children under age 18	55.2	75.8	77.0
Average number of own children under age 18 per family	1.22	1.97	2.11
Percent families with:			
1 own child	18.9	19.2	19.8
2 own children	17.6	22.7	21.3
3 own children	10.2	13.9	12.5
4 own children	4.9	10.1	7.7
5 own children	2.1	4.8	6.9
6 or more own children	1.6	5.0	5.9
Percent families headed by a women (one-parent families)	11.6	[illegible]	14.1

Source: U.S. Bureau of the Census, *Persons of Spanish Origin, March 1972*, Series P-20, No. 238, July 1972.

THE SOLUTION LIES IN THE COMMUNITY

Position paper from a Hispanic perspective on the delivery of social services in the State of New Jersey

Community-based social service delivery systems are an outgrowth of the belief that people who are trapped by socioeconomic poverty, psychological and emotional deprivation, or cultural oppression, must be involved at all levels in the process of changing their future. This involvment must include direct participation in the fomulation, creation, and implementation of programs designed to facilitate their entrance into mainstream society.

To illustrate the above let us examine community day care. This is one area where community involvement and input have joined with the delivery of services to make a harmonious whole. In general a community-based day care center provides a variety of services, not only to the children in attendance but also to their families.

By analyzing Hispanic bilingual-bicultural centers, we can begin to see how they reproduce, support and further the values of the State's Hispanic community.

As each child enters the day care center all of his/her needs are addressed. This entails an assessment of intellectual, emotional, physical, social and cultural needs are assessed. Curriculum appropriate to a child's complete development is then implemented. This all occurs with the aim of integrating each child into the group.

Just as the Hispanic culture stresses collective work with all members of the community sharing part of the burden if they want to partake of what is produced, so must and do the bilingual-bicultural centers. This vision of sharing responsbilities and rights does not permit the centers to solely concentrate on the needs of the child. Mothers, fathers, brothers, sisters, the total family, are made part of the center. Legal, health, mental and other social problems are delat with by the social worker as well as other members of the staff. Sometimes, it is the teacher's aide in whom the family has the most confidence. If necessary the person or persons in need are referred to other agencies. The advantage of this system is that people don't get lost in the paper shuffle and they always have someone to whom they can speak. In this manner the centers have evolved into "natural neighborhood clearing houses" while perserving essential community values. Families feel comfortable in recurring for services to these community centers which are staffed by fellow community members who share the same cultural values and attitudes. We feel that this social service delivery system is more sensitive to people than a cold, bureaucratic, centralized set-up.

Thus, people's needs are met while furthering the important cultural value of fostering individual confidence so that the group can progress.

A basic building block for community development and growth is education. This education must begin early in life and a community-based day care center is an ideal starting point. For most Hispanic communities through out the state a bilingual-bicultural community day care center is essential to begin this educational process.

The bilingual-bicultural curriculum is planned to emphasize exploration in the fields of reading readiness, the language arts, number concepts, science, music, movement, and art. The bilingual curriculum extends to each child according to the child's maturity and ability. Our main goals are to develop the child's self concept, socialization abilities, and readiness for learning. Bilingual-bicultural community day care centers implement programs of cognitive and affective enrichment.
Bilingual-bicultural education does not mean conforming to anglo standards and assimilating into the dominant social culture but rather a maintenance of two languages and a transition from the Hispanic culture to cultural pluralism. This results in cultural integration.

Bilingual Centers are symbols of pride and achievement which effectively maintain our native language and culture. These centers give the Hispanic community a sense of pride and belonging.

We believe that any social service-delivery system developed in the State of New Jersey to deal with the social service needs of its citizens must not be the result of solutions created from "above" by bureaucrats in governmental agencies. Rather there should be creative comprehensive and thoughful planning which includes the full participation at all levels of the "communities" of people that such system will affect. Furthermore the growth, development and nourishing of the strengths of persons as people and members of a community must be a primary aim of any social policy. This must be so to in the future secure minimal governmental intervention through strengthening the potential and abilities of communities.

Any social delivery system that is not primarily developmentally and human growth oriented towards community-builiding will constitute merely a survival mechanism. It will keep the poor and the "trapped", though perhaps a little more comfortable in their misery.

We sustain that such a system is contrary to the promotion of happy and well adjusted citizens capable of leading independent lives and of being self-sufficient. Such systems will only perpetuate economic, social, and psychological dependence of individuals to governmental agencies.

and in the long run will defeat the national objectives of current social laws.

We suggest that an enlightened function of governmental agencies would be to set up effective mechanisms for program planning and development that would secure the full participation of the communities and service provider agents in the design and implementation of social services. This function would constitute positive goverment leadership in fostering the growth and development of citizens rather than the typical function of dictatory solutions.

Hispanic Democratic Committee
Hispanic Directors Association
Hispanic Working Group
Puerto Rican Coalition for Child Development

Department of Human Services

Day Care Policy Statement

The Department of Human Services Sponsors 18,700 day care slots in 235 community run and state operated centers. The approximate annual cost for those slots in FY 1978 will be $33.1 million, with $24.3 million (75%) coming from federal Title XX funds, $5.0 million (15%) coming from local matching funds, and $3.7 million (10%) coming from state appropriations. Of the 235 locations, 22 are directly operated by the state, 22 receive all non-federal match (Day Care 100 Centers) from the state, and 191 rely upon a combination of state, local government and private contributions for the non-federal share. Since 1973, 9,600 additional Title XX day care slots have been created in New Jersey, an increment of 51%.

In order to place this policy in proper perspective, it must be recognized that although Title XX is a major source of public support for child day care, it is only one of a number of federally sponsored programs directed towared this service need, e.g., Head Start, Title I ESEA, CETA, CDA etc. In addition, private contributions and parent fees are major sources of payment for public and privately funded child day care. Because federal law gives States flexibility in the use of Title XX funds, these funds can serve as a cohesive force for pulling together a comprehensive system of child care services in New Jersey.*

At this time, the Department of Human Services day care policy must be modified for two reasons. First, we have reached the current limit for federal Title XX funds available to New Jersey for all social services, and if day care services are not to erode, due to inflation, we must do a more effective job with the resources we have, as well as seek funding alternatives. Second, we are being required, and correctly so , to assure the public and the legislature that funds available to us are being used in an appropriate manner and in accord with reasonable priorities.

In responding to these twin imperatives, certain changes must be made in our day care policies. Change often brings uncertainly and sometimes unnecessary alarm. The purpose of this policy statement is to outline some of our broad policy objectives. The details are not presented here. In some cases the details have not yet been developed. We believe that working within these policy objectives, the state and the day care community can cooperatively evolve an improved day care program responsive to current needs.

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*Preliminary Recommendations of the New Jersey State Title XX Advisory Committee, from the Day care Task Force 11/17/77.

POLICY OBJECTIVES

1. We recognize both the reality and value of the current system of center day care, and day care policy must build upon this base and permit it to erode. No center should close as a result of these new policy directions.

2. It is imperative that we make maximum use of federal funds available through Title IV-A to finance day care activities. Approximately $8 million worth of Day Care is currently paid for through Title XX that could be financed through IV-A. If day care for all IV-A eligible people (persons eligible for public assistance) were financed from that source, $8 million additional Title XX funds would be available for expansion of social services, including the expansion of day care.

3. Procedures must be established to assure that children receive center care or family care, not on the basis of fund source (XX or IV-A), but on the basis of special need, parental preference, and accessibility. Family care is generally less expensive than center care and the concern has been raised that County Welfare Boards would be biased toward paying 12.5% of $22 per week (Family Care) as compared to 12.5% of $50 per week (Center Care). State policy must insure that such a bias does not occur.

4. In moving to the IV-A payment mechanism, the state must provide assistance to the Day Care Centers in developing a workable system of collection from the parents. We are seeking federal approval of a system whereby the CWB can pay the center directly, but if we cannot obtain such approval other alternatives need to be developed.

5. We plan to develop a statewide sliding fee system based upon ability to pay. Eventually such a system will apply to all social services we provide to the extent that we can price out the services and collect fees on a practical basis. The revenue from such fees will be essential to maintaining services in the face of inflation, and hopefully will permit expansion. In addition, such a fee system will be essential in order to make services equitably evailable to a wide spectrum of income groups.

   The Department recognizes that establishing a fee system will again raise the issue of increasing income eligibility to perhaps 100% of the State's median income. Although no decision has been made, we are committed to a thorough analysis of the implications of expanded eligibility in conjunction with our other policy initiatives.

6. Under the present circumstances where the demand for day care far exceeds the supply, the State feels obliged to prescribe an admissions policy for subsidized day care slots which will guarantee priority of service to those families and children who's need for day care is greatest. The present system must be modified to provide greater uniformity in admissions criteria, more coordinated linkage of day care providers with potential day care consumers and clearer conformance of admissions priorities to national Title XX goals.

7. To deal, on a uniform basis, with the above described issues of eligibility, priority of admission, choice of center or family care, fee administration, new procedures and/or methods of administration will be needed. Central clearing houses dealing with some or all these decisions may be needed. Whether administered through individual centers or a clearing house, clear statewide policies must be established for each of these key issues.

To assist the state in fashioning a fair and reasonable approach to all of these inter-related issues, plans are being made to establish an advisory mechanism whereby representatives of the Day Care Center Community, as a whole, can meet on a regular basis with Management of the DYFS. We are not suggesting any rigid structure or fixed membership for the advisory committee, but instead are issuing an invitation to operators and parent groups from various regions (North, Central, South, and Metropolitan) to develop a plan for community participation. Past experience indicates that effective advisory committees are relatively small, with dedicated, well-informed, and constructive members. The advisory committee should meet, initially, at least monthly with Director Wells. Director Wells and his staff will have task of implementing the objectives outlined in this policy paper.

OBSERVATIONS ON THE HISPANIC FAMILY

by Elvira Craig de Silva

Although there might be some regional and/or local variations, it is quite safe to say that the contemporary Hispanic family has, in its origins, components of three different cultural groups: the Indian, the Spanish and the African. These three cultures have in common certain basic characteristic in the structure of their family matrix: they have families of patriarchal and extended nature, deep respect for the elders and welcoming of children.

The extended family, that still prevails in many parts of the Spanish-speaking world, has ample and encompassing lines of kinship. Members of various generations are represented in it and these include relatives by blood, by marriage, friends, neighbors, godparents, "compadres" e "hijos de crianza".

This human compound provides a solid support-system through the highs and lows of the life spectrum. There is a definite emphasis on sharing with the less fortunate of the group; to be there, or come to the assistance of the one in need. Children whose parents are unable to take care of them, will always have someone to look after them with warm attention; elderly persons who are not completely self-sufficient, will always have a home where they are welcome and looked after. This certainty that, somehow, someone, "from the family" will be there to give a hand, or a shoulder, gives people a tremendous sense of security, a feeling of belonging, and acts as a buffer in critical situations.

The extended family has, indeed, many resources since it also counts, in its numbers, with non-consanguine members whose commitment is based on moral conviction and responsibility. For example: godparents at Baptism and sponsors st Confirmation are invested, and assume by being designated as such, certain responsibilities in terms of providing guidance and protection, in case of need, to their godchildren, as well as taking care of them in the eventuality of the parents death.. By the same token, the lines of "compadrazgo" are established between the godparents and the parents of the child, building a "family-like" type of connection. Thus, new people enter the ever-growing network of relationships.

Another instance of the extended family is the "hijo o hija de crianza" (almost but not quite a foster child). He or she can be a distant or near relative, a godchild, or simply a neighborhood youngster who cannot be cared for by his/her own parents and is "taken in" by concerned others, although not consanguinely connected In these cases, rather than placing the child, a local family or relatives, take the responsibility of raising the youth on a temporary or permanent basis. Generally, legal arrangements do not intervene, nor are required, and the youngster comes to occupy a position in the new household of "como otro hijo mas" (as another son or daughter). This role is accompanied by responsibilities and prerrogatives of both the "hijos de crianza" and the "padres de crianza". The intensity of affective ties between all concerned parties are dependent on a myria of circumstances and, therefore, vary according to many variables and distribute along a continuum from very superficial to deep commitment and profound love.

Although these traits have proven to be quite resilient and make the Hispanic family a very distinctive unit, there have been modifications in its structure and functioning as a result of changes in the society at large and changes due to migration.

We have to remember that the Family, as a social institution, is based on a cluster of norms organized and established for the pursuit of some need or activity of a social group. Protection and care of the children, as well as transmission of the culture, are among some of the needs served by the social institution called Family. Sometimes, historical circumstances change the way in which those needs are satisfied; so, the Family, as a dynamic entity, adjusts to the reality of the times, incorporates and integrates new elements into a meaningful whole that keeps some of the basic, essential, features but adjusts to change in social structure to continue being functional.

In the case of the Hispanic family, we have witnessed the process of change, both within the countries of origin and in the enclaves in the mainland United States.

Due to the process of industrialization (that brought more job opportunities, more physical and social mobility, and the transition from agrarian to industrial society), there has been a shift, in the world, from the extended family to the nuclear family (father, mother and children). In the mainland United States, particularly, this type of family has been prevalent for quite some time.

The Hispanic family resettling in the United States goes through a cultural shock of which no small part are the peality conditions that have led to the establishment of the nuclear family.

It is important to be aware of the fact that for any group it is, generally, a difficult experience to leave their well-known surroundings and re-establish in a different country. When to this already strenuous process it is added the different language, in many cases the different climatic conditions and the different expectations and patterns of behavior, the result is a very confusing and threatening situation.

In a great percentage of the cases the Spanish-speaking are met with scarcity of jobs and crowded living arrangements. There is neither enough space nor enough financial resources to keep a large household, or to give shelter to newcomers. Geographical distances make it very difficult, for the different branches of the family, to come to the aid of their needy members or to share the burden of the new arrivals. Skill "la familia" stretches to offer whatever support they might be able to give and it is very rare that people coming to the U.S. will find themselves totally abandoned if they have any relatives here. However, the pressures of economic survival in a harsh, unknown, environment, slowly weakens the generosity and "other-oriented" attitude, replacing these original values with "the fencing for yourself" attitude and a more emotionally and spacially restricted, self-contained, life style.

There is a definite disparity between the values of the Hispanic family and those of the new environment. The very clear, well-defined family roles also suffer changes when exposed to the different customs prevailing in the new surroundings.

Traditionally the man has been the economic provider, the indisputable chief in the house, the one who sets the norms for the whole family. The concept of maleness (machismo) is a strong force within the Hispanic family; it is related to courage, aggressiveness and sexual prowess and sets the basis for the double standard for men in terms of fidelity to their wives. Men are allowed to have "escapades", but in spite of the "prestige" that this confers him within his circle of friends, he tries to protect his wife and children from knowing. "Machismo" concept entails also some other aspects, less well publicized, but that are related to responsibility, protection and pillar of strenght for the family.

The wife's responsiblilities, again within a traditional framework, have been the upbringing of the children, along the lines provided by the husband, administration of financial matters, housekeeping and maintainance of the emotional interdependency among the family members. The mother has been, usually, the peace-maker and the protector of the children when the father disciplines them too hard.

Expectations in relation to children are, also, very clearly delineated. Good manners, respect for parents and relatives, and appropriate behavior according to sex, are encouraged, reinforced and rewarded. Small children center emotionally around the mother, but in the case of boys, as they grow older, it is expected that they will become closest to the father and use him as their role model.

The cult of virginity for the girls is still maintained and reinforced, as is the chaperone system and the emphasis on softer, more dependent, ways of behaving.

It should be pointed out that although these traits are basic to the Hispanic family, there are variations in their degree of intensity. The Hispanic family does not exist in a vacuum and the transformations taking place around it do affect its structure. For example, there are some differences in the way that the family functions according to whether they come from the rural or urban area, with the former being a little more strict and rigid in their demands to comply with roles according to use, custom and tradition. Social class and level of education play an important part in how these patterns of behavior are translated into action, as well as the individual family background of the husband and his spouse. However, there are enough commonalities to say that when Hispanic families transplant to the mainland U.S., they experience value-conflict and that the family structure is affected in such ways that roles and statuses suffer drastic transformations.

Let's concentrate at this point, on the families with low or minimal income. Many of them came to occupy a class position of the lowest ranking in a society in which vertical mobility for minorities is at best limited. The father neither controls income-producing property, e.g. as in the case of "parcela" owners in Puerto Rico, nor does he contribute, to the status of the family by occupation, as in the middle class. The man's authority in the household as economic provider is eroded by conditions of high unemployment, limited possibilities for upward mobility and greater job opportunities for women.

This marginal position affects the male in great degree since his public role in the family matrix and in the community make him more vulnerable. His status as bread winner makes him totally dependent on the resources of the larger society; his status in his family and in the community depend on how well he is able to exercise these functions; in addition, as head of the household, he is called upon to exercise other functions which give him a public role in the community as spokesman for the family in dealings with the outside world. These rolesare, oftentimes, sharply curtailed by the socio-economic conditions facing minorities in this society.

The economic insecurity with which most low-income families must live has a definite impact on the stability of the family unit.

The urban poor is almost totally dependent on wages for an income. Although the number is increasing, there are few Hispanics who own income-producing property, such as small retail stores, nor are there many self-employed men in skilled artisan or service trades, such as carpenters, plumbers or television repairmen; they are then, completely subject to the fluctuations of a shrinking, unskilled labor market. Even those with jobs are generally employed in low-paid, unskilled work, offering little economic security and/or ability to support the family adequately. The significance of low-salaries and high unemployment for the man's status and self-respect, is pointed out by Elliot Liebow, in a penetrating analysis of street-corner men in Washington D.C.:

> "By itself, the plain fact of supporting one's wife and children defines the principal obligation of a husband. But the expressive value carried by the providing of this support elevates the husband to manliness. He, who provides for his wife and children has gone a long way toward meeting his obligations to his family as he sees them. ...he has gone a long way toward proving himself a man..."

Low-income jobs are not only poorly paid, but they confer no prestige and offer little opportunity for learning or advancement. This helps to explain the lack of commitment toward the job that has been evident among some of our male population. There is a lot of absenteeism and lack of continuity or permanency in relation to the job situation.

Hispanic women have been reared in the tradition of expecting their husbands to be adequate providers. Many may refuse to marry men who cannot provide for their families and prefer to rely on monthly payments from public assistance. Because of the regulations governing public assistance, some women are forced to turn the man from the home, or hide him, in order to maintain eligibility. Besides, given the fact that in the cities women can find more lucrative and stable forms of employment than men, they become less dependent on them for economic support.

These factors exercise a definite influence on the make-up of the Hispanic family in the new environment, since they bring about changes in role-definition and role-performance for both men and women.

Besides the modifications that both men and women undergo in the new country as part of new perspectives added to their roles in terms of financial input and its implications in the family matrix, they face changes and moficiations in the role-performance of other members of the unit. The children, for example, raise to a position of preeminence within the family. They are the first to learn English by attending school and watching TV.,perhaps the two most assimilating institutions in the system. They become the translators and interpreters, not only of the different language, but of the different cultural customs; in this process they gain knowledge of everything affecting the family, participating and contributing to family polemics with the outside world in contrast to the age old Puertorrican adage "los ninos hablan cuando las gallinas van de paseo" (children should be seen but not heard). At some point, there is a reversal in the reference group, and parents find themselves using their children, their knowledge of the language and familiarity with the outside world, as their reference group, instead of being the other way around.

This changes dramatically the status of the children within the family. They become very important in terms of being vehicles of contact with the outer environment. This, in turn, changes the relationship between children and parents and there are many authority conflicts. A more liberal, less restricted, environment has its impact on the expectations of the children;

their new outlook, plus peer influence and pressure, contribute, generally, to the increasing gap between parents and offsprings.

Now, conflict does not have to lead, necessarily, to negative results. In many cases growth comes about as a result of the disequilibrium produced by conflict. So, it is very likely that, inspite of the disruptions produced in the family matrix by the collision of the two cultures, and the implications in role-performance and family relationships, the Hispanic family will survive as a very distinctive social institution with more flexible and richer boundaries.

I would like to point out that it is extremely important for professionals in the field of Education and Human Services to keep in touch with the reality of this process and the anxieties that it produces on the people involved. Sensitivity and awareness in relation to these matters will enable us to deliver more humane and efficient services to the Hispanic family, understanding their needs and helping in the process of looking at those in perspective.

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Senator CRANSTON. Thank you very, very much.

I want to assure you all that I know how frustrating it is to have this 5-minute rule, particularly when you have come a long way to be here. But in order to let a lot of people have input and yet give us time to do what we need to get done and have time for questions, we have to do this. I want to assure you that the full statements will be very carefully considered.

Who is next?

STATEMENT OF ROBERT MOON, DIRECTOR OF COMMUNITY SERVICES, NEIGHBORHOOD HOUSE, INC., SEATTLE, WASH.

Mr. MOON. Mr. Chairman, my name is Robert Moon. I am the director of community services for Neighborhood House, Inc., in Seattle, Wash. My duties include development and administration of programs for children and youth and their families.

Neighborhood House is a "settlement house" with branches serving the public housing projects in low-income neighborhoods in the Seattle area. The largest agency programs are child development and child care. These include a full-day Head Start program for preschool children with working parents, a family day care program, and a school-age child care program. Combined, these programs serve 500 children September through May, expanding to 1,200 children during the summer. Our waiting lists far exceed our enrollment.

Though it is a controversial matter, we applaud the subcommittee for its fact-finding efforts in this field and we urge you to proceed to develop new legislation. As you do this, there are several points which we wish you would seriously consider.

First, the primary focus of new legislation should be on child care rather than child development. As the recent Carnegie committee's report showed, the single most important determination of a family's capability to adequately care for its children is the income of that family.

It follows that public expenditures should address the basic problem of family economic self-sufficiency rather than more narrowly focusing on child development per se. The part-day preschool or home-intervention type of child development program can effectivley address certain child health and development concerns, but they do not effectively address the single most important criterion of children's well-being: the economic self-sufficiency of their families.

Second, child care legislation should articulate Federal policy with respect to family support services prior to implementing new or expanded programs. Some $2.5 billion annually in Federal funds now go into a patchwork quilt of child development and child care programs. Yet, there is little sense of policy direction in all of this, and in its absence, continual tinkering with programs produces as much disruption as it does development.

Third, child care legislation should describe explicitly two distinct program aspects: The first is child care program development, support and quality control; and the second, child care financial assistance. The former includes all those functions necessary to insure the broadest possible availability of quality child care for all children and families who need it, while the latter addresses itself to insuring access to those services by low-income families.

Historically, these two issues have been thoroughly confounded, contributing to the identification of child care as a welfare service and retarding its acceptance and development as a necessary family support service.

Fourth, child care legislation should formulate a consumer model as opposed to the professionalistic or provider models currently in practice. If our policy is to support families, then we must have a program model that recognizes the strengths of families rather than emphasizing professional judgments or creating bureaucratic controls. A consumer model would place emphasis not on Government regulation but rather on enabling informed consumer choices.

The family would, in general, be considered competent to make wise child care decisions, and the policy would be to support and strengthen that competence. The regulatory system under this model would become a support to families and would function from a consumer-protection perspective rather than from the traditional child welfare point of view.

Finally, child care legislation needs to develop an appropriate organizational structure. If child care is to be a family support service rather than a welfare or compensatory service, then a structure is needed which reflects that priority. Present structures within HEW, relating as they do to programs such as title XX, Head Start and child abuse are remedial and compensatory in their organizational missions. We are suggesting a new office, which might be located within HEW or elsewhere.

The question of appropriate program structure is relevant at State and operational levels also. The major issue at the State level is to obtain a structure which does not identify child care so closely with welfare. At the operational level, we strongly urge that new child care legislation provide for services to be delivered under a variety of auspices. We believe that the resulting heterogeneity is healthy and necessary, given the ethnic, cultural and economic diversity of the population which should benefit from child care policy, and given the diverse capabilities which exist in our communities and which ought to play a role in carrying out that policy.

Thank you.

[The prepared statement of Mr. Moon follows:]

TESTIMONY ON CHILD CARE AND CHILD DEVELOPMENT PROGRAM NEEDS

Presented to the
SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT
of the
COMMITTEE ON HUMAN RESOURCES
UNITED STATES SENATE
SENATOR ALAN CRANSTON, CHAIRMAN
WASHINGTON, D.C.
FEBRUARY 20, 1978

Mr. Chairman, and members of the Subcommittee on Child and Human Development:

My name is Robert Moon. I am the Director of Community Services for Neighborhood House, Inc. in Seattle, Washington. My duties include development and administration of programs for children and youth and their families. In addition to my direct job responsibilities, I chair the Washington State Head Start Association, I am a member of the Board of Directors of the Day Care and Child Development Association of America, and I serve as a consultant to the Administration on Children, Youth and Families of HEW.

Neighborhood House is a "settlement house" with branches serving all neighborhoods with public housing projects in the Seattle metropolitan area. The agency has a 70-year history, is a member of United Way, and is a CSA community action agency. Neighborhood House is a multi-purpose agency, operating some 10 major social service programs. It also serves as a grantee for federally-funded programs operated by 23 other community-based agencies and organizations.

The largest Neighborhood House programs are in the areas of child development and child care. These include a full-day Head Start program for pre-school children with working parents, a Family Day Care Home program, and a school-age child care program. Combined, these programs serve 500 children September through May, expanding to 1200 children during the Summer. Major programs characteristics include:

- Family Day Care services through 12 Family Day Care Homes;
- Center-based programs for pre-schoolers and school-age children operated at 15 sites;

ployment support services provided for 600-650 families annually, 75% of which are single-parent families;

- Employment and training directly provided for 80-95 persons annually, the vast majority of whom are recruited from the program's target areas;
- Total program expenditures for FY 78 projected at $1.2 million, with support from 10 sources: Head Start, LEAA Juvenile Justice, Community Development Block Grant, CSA, CETA, Title XX, Title IV-A, USDA, United Way, and parent fees.

Neighborhood House, which began its involvement in child care services with a small but innovative Head Start program in 1967, received national recognition at the 1970 White House Conference on Children and Youth. Its program was selected as one of 32 model programs nation-wide, with notable elements including its staff development component, its use of multiple resources to address areas of unmet need, and its pioneering work with "systems" of Family Day Care Homes. State-wide recognition has occurred on numerous occasions, as the agency was requested to provide consultation to the state agency on program standards and staff development and other issues. In 1972, the state agency adopted the child assessment instrument developed by this program, and in 1975 the agency received a grant from the Governor's Office of Community Development to prepare a model educational planning guide for day care centers and homes based on Head Start standards and procedures.

Neighborhood House has a history not only of service-provision, but also of advocacy on behalf of its constituents. Individual client advocacy, directed at ensuring that low-income persons obtain benefits and services to which they are entitled, is a major agency focus. Advocacy efforts directed at influencing the development of policy through legislation and regulation-making at all levels of government also receive high priority. Issues with which agency staff are currently involved include HUD Section 8 housing; the failure of the Washington State Department of Social and Health Services to comply with Federal laws governing work-related expenses for AFDC recipients, and the accompanying failure of HEW to enforce those requirements; and child care child development program policy.

Though it is a matter of controversy, we want to applaud the Subcommittee on Child and Human Development for its fact-finding efforts in this field, and we encourage the Subcommittee to proceed to develop new legislation. There are several points which I urge you to seriously consider in your law-making efforts:

(1) The primary focus of any new legislation should be on child care rather than on child development. As the recent Carnegie Committee's report indicated, the single-most important determinant of a family's capability to adequately care for its children is the income of the family. Therefore it follows that public expenditures should address the problem of the capability of families to be economically self-sufficient, rather than more narrowly focusing on child development programs per se, in the Head Start or pre-school mode. The part-day pre-school or home-intervention type of child development program can effectively address certain child health and development concerns, but they are not effective in addressing the single most important criterion of children's well-being -- the economic self-sufficiency of their families.

(2) Child care legislation should articulate federal policy with respect to family support services prior to implementing new or expanded programs. Some $2 billion annually in Federal funds now goes into child development and child care. Yet there is little sense of policy direction in this effort, and in its absence, continual tinkering with programs produces more disruption than development. Such policy will need to resolve basic issues which presently plague the field. These include:

(a) The needs of children versus the needs of families; and (b) The need to not undermine family intactness or sufficiency versus the need to target service needed by non-intact families.

(3) Child care legislation should describe explicitly two distinct program aspects: (a) Child Care program development, support, and quality-control; and (b) Child Care financial assistance. The first area includes all those functions necessary to insure the broadest possible availability of quality child care services for all children and families who need them (technical assistance, training, support services, monitoring, etc.), while the latter area addresses itself to insuring access to services by those children and families whose own financial capabilities do not match "market" requirements. Historically, these two issues have been thoroughly confounded, which has contributed to the identification of child care as a "welfare" or compensatory service, and has retarded its acceptance and development as a family support service.

(4) Child care legislation should formulate a "consumer model" as opposed to the "professionalistic" or "provider" models currently in practice. If our policy goal is the support of families, then we must have a program model that operationally recognizes the integrity of families, rather than emphasizing professional judgements or enhancing bureaucratic controls. A "consumer model" would place emphasis not on government regulation, but rather on enabling informed consumer choices. The family would, in general, be considered competent to make wise child care decisions, and the policy would be to support and strengthen that competence through educational services and materials, consumer-oriented resource and referral centers, and a funding mechanism which is consumer-oriented. The regulatory system under this

model would become a support to families, and would function from a consumer-protection perspective rather than from the traditional child welfare point of view.

(5) Child care legislation needs to develop an appropriate organizational structure for child care programs. In spite of recent federal reorganization, there is presently no appropriate "home" for child care within HEW. If child care is to be a family support service rather than a welfare or compensatory service, then a structure is needed which can reflect that priority. Present structures within HEW, relating as they do to programs such as Title XX, Head Start, NCCAN, etc., are remedial and compensatory in their organizational missions. We are suggesting a new office, which could be titled "Family Support Services", which could be located within HEW or elsewhere. (Remember that HUD was once the home for child care under the Lanham Act.)

The question of appropriate program structure is relevant at State and operational levels also. The major issue at the State level, is in our view, to obtain a structure which does not identify child care so closely with various "welfare" services. At the operational level, we strongly believe that current Head Start programs are an organizational base of untapped potential for addressing unmet child care needs. However, we strongly urge that new child care legislation provide for services to be delivered under a number of auspices, including private non-profit, family day care, and public schools. We believe that this heterogeneity is healthy and necessary, given the ethnic, cultural, and economic diversity of the population which should benefit from child care policy, and given the diverse capabilities which exist in our communities and which ought to play a role in carrying out that policy.

This heterogeneity is also important if you accept the importance of the "consumer model:" it would allow families to choose among alternatives, rather than needlessly prescribing what's good for their kids.

Senator CRANSTON. Thank you very, very much. Ms. Eichengreen, you may proceed.

STATEMENT OF LINDA EICHENGREEN, CHILD CARE PLANNING COORDINATOR, URBAN LEAGUE OF THE PIKES PEAK REGION, COLORADO SPRINGS, COLO.

Ms. EICHENGREEN. I am Linda Eichengreen, child care planning coordinator for the Urban League of the Pikes Peak Region in Colorado Springs.

Senator Cranston, I beg your indulgence. I have come a long way. I know you are tired. I am, too. My program opens 6:30 tomorrow morning. But, the amount of money my agency spent to get me here could take care of 50 children for a day-and-a-half and I beg your indulgence for about 7 minutes.

As an advocate of improved and expanded servcies for children, I am in Washington tonight in support of comprehensive child care legislation. My specific aim this evening is to alert the members of this committee to the impact that the recently enacted fair labor standards amendments will have upon the quality and availability of day care services for the working poor in the United States. As the director of a nonprofit day care center administered by the Pikes Peak Urban League, I look to the future with fear. My agency, like similar day care agencies across the country, is in the grip of an incredible national irony.

As the enclosed minimum wage impact study indicates, the Urban League's child care center costs for salaries and fringe benefits (currently constituting 77 percent of the center's total costs) will increase by 35 percent in the 3-year period 1978 to 1981. This increase, a direct result of the recently enacted minimum wage law, appears impossible for us to fund since it represents double the rate of increase incurred in prior years.

Without Federal categorical funding for day care, agencies such as ours will be forced to close within a few short years. The Urban League child care center's commitment to fair employee compensation has been clearly demonstrated in the past by its aggressive, ongoing pursuit of a variety of funding sources. As a human service agency, we would find it untenable, if not unethical, to oppose fair compensation for our employees.

But, the scarcity of funds available for nonprofit day care services and current public policy priorities force us to be pessimistic about our ability to generate the funding necessary to maintain a quality child care center and, at the same time, comply with the 1977 fair labor amendments. Thus, ironically, a commendable congressional attempt to improve the lot of the working poor will penalize many of those families the law was intended to assist.

The Pikes Peak Urban League has carefully studied administrative strategies with which to counter the impact of minimum wage and still maintain its comprehensive, high quality day care services. Three strategies were considered, but after careful analysis, all three were rejected:

1. Reduce the size of our labor force.
2. Reduce overall program services.

3. Eliminate our career development plan.

Strategy No. 1, reducing the size of our labor force, a strategy certain other industries might utilize, would jeopardize our child care center's compliance with State and Federal laws regulating day care staffing patterns. Furthermore, a reduction of the league's labor force would seriously jeopardize the goals of our program, goals that the league refuses to compromise. The second strategy, reducing program services, is conceivable, but the league's waiting list for these services (which exceeds its service capacity of 50 children) clearly indicates that the needs of our community call for expansion, not reduction of our services. As the third strategy, the league considered eliminating its career development plan, currently providing employees with financial and professional incentives to continue their education and improve the quality and variety of their job performance. In the current career model, we proportionately increase the wages of all employees as we increase those of a worker in the lowest classification. Discontinuing this policy in a system where wage differentials are so minimal from the outset would result in the standardization of wages for all staff regardless of classification, tenure, or education and a career system devoid of professional and financial incentives.

The league's search for methods to counter the impact of the latest minimum wage increases has been unsuccessful. Each internal administrative alternative explored would cause an overall reduction of quality and volume of service to a community whose needs significantly exceed the current availability of service. There seem, therefore, to be no strategies utilizing existing funding sources which would allow us both to comply with the fair labor standards and to maintain the current level and quality of service.

By enacting the 1977 amendments, Congress has demonstrated a commitment to wage earners at or below the poverty level. The Urban League applauds this commitment as well as shares the belief that the most direct way to eliminate poverty is through employment and fair compensation. The critical need for subsidized day care services, however, has not been eliminated by the increased minimum wage. If Congress is truly committed to low-income wage earners, it must further demonstrate this commitment though comprehensive child care legislation.

Two profound changes in family structure are affecting our Nation's children and their need for child care services. One is the dramatic increase in the proportion of mothers in the labor force, a 17-percent increase from 1970 to 1975, currently at 14 million mothers.

Two, a significant growth in the number of children living in families headed by a woman, currently over 9 million children, doubling from 1960 to 1974.

Seventeen million American children live in families with annual incomes less than $7,500. Of all children under age 6 who are members of families headed by women, 61.4 percent of these families have incomes that fall below the officials poverty level of $5,038. Such low incomes cannot possibly satisfy family needs. Instead, such incomes place children in critical stages of growth at developmental risk.

The Fair Labor Amendments may be a partial step toward eliminating poverty in this country, but they must be complemented by the enactment of comprehensive child care legislation. Wage earners at or near minimum wage, particularly single parents, cannot remain in the labor force without publicly-funded day care.

Publicly-funded day care programs cannot be maintained at current appropriation levels, however, and still accommodate the Federal minimum wage statute. Without subsidized day care, our public assistance rolls would only further soar. If policymakers are committed to America's low-income workers and committed to decreasing our public assistance rolls, then policies and funding levels for child care must parallel this commitment.

The Urban League can easily promote child care services socially, educationally, philosophically and morally. Further, the Urban League maintains that day care has distinct economic advantages, both short and long term. In convincing appeals to the Colorado General Assembly in 1975 and 1976, child care advocates documented that our State's title XX day care program was paying for itself through the return of State income tax dollars by the day care client population.

A 1976 study by the Colorado Department of Social Services further showed that day care clients on AFDC remained for a significantly shorter period of time than AFDC clients without day care, with the average length of time for AFDC cases on assistance 38.1 months and AFDC clients with day care on assistance, 14.84 months. All policymakers familiar with AFDC costs realize the fiscal advantages of day care subsidy as opposed to AFDC. In short, publicly supported day care programs have significant cost benefits.

In summary, the Pikes Peak Urban League proposes that Congress study the impact of minimum wage requirements on publicly-supported child care programs and utilize such studies to vindicate a vote for comprehensive Federal child care legislation. The absence of categorical child care funding has crippled day care programs throughout the United States and now minimum wage threatens their very existence.

Despite the fact that the capacity of licensed day care centers doubled between 1967 and 1972, there remain only 1 million licensed day care slots for the 6.5 million children under 6 in this country whose mothers work. We cannot afford to allow day care centers to close in the face of such staggering needs.

The Fair Labor Standards Amendments of 1977 are incompatible with current Federal policy and funding in the area of child care. Such incompatibility exemplifies the need for comprehensive national child care policies and programs. Policymakers must seize this opportunity to examine not only child care needs, but also the child care profession. While we are expected to provide quality service to our Nation's greatest resource, its young, we remain one of the most exploited professions in the United States.

What a tragic and ironic position it is for the Urban League to fear the results of compensating its workers, whose labor we treasure, at a rate of $2.65 an hour. Surely, policymakers across this affluent Nation will recognize this irony and legislate more realistic policies in order to provide our Nation's indigent young with the care they need and our Nation's child care workers with the compensation they deserve.

Thank you.

[The prepared statement of Ms. Eichengreen follows:]

TO: Senator Alan Cranston, Chairman
Subcommittee on Child and Human Development
Committee on Human Resources
U.S. Congress

FROM: Linda Eichengreen, Child Care Planning Coordinator
Urban League Child Care Department
Urban League of the Pikes Peak Region, Inc.
Colorado Springs, Colorado

RE: Child Care and Child Development Programs
2/20/78

As an advocate of improved and expanded services for children, I am in Washington tonight in support of comprehensive child care legislation. My specific aim this evening is to alert the members of this Committee to the impact that the recently enacted Fair Labor Standards Amendments will have upon the quality and availability of day care services for the working poor in the United States. As the Director of a non-profit day care center administered by the Pikes Peak Urban League, I look to the future with fear. My agency -- like similar day care agencies across the country -- is in the grip of an incredible national irony.

As the enclosed minimum wage impact study indicates, the Urban League's Child Care Center costs for salaries and fringe benefits (currently constituting 77% of the Center's total costs) will increase by 35% in the three year period 1978 - 1981. This increase, a direct result of the recently enacted minimum wage law, appears impossible for us to fund since it represents double the rate of increase incurred in prior years. Without federal categorical funding for day care, agencies such as ours will be forced to close within a few short years. The Urban League Child Care Center's commitment to fair employee compensation has been clearly demonstrated in the past by its aggressive, ongoing pursuit of a variety of public funding sources. As a human service agency, we would find it untenable, if not unethical, to oppose fair compensation for our employees. But the scarcity of funds available for non-profit day care services and current public policy priorities force us to be pessimistic about our ability to generate the funding necessary to maintain a quality child care center and, at the same time, comply with the 1977 Fair Labor Amendments. Thus, ironically, a commendable Congressional attempt to improve the lot of the working poor will penalize many of those families the law was intended to assist.

The Pikes Peak Urban League has carefully studied administrative strategies with which to counter the impact of minimum wage and still maintain its comprehensive, high quality day care services. Three strategies were considered, but after careful analysis, all three were rejected.

1- reduce the size of our labor force
2- reduce over-all program services
3- eliminate our career development plan

Strategy # 1, reducing the size of our labor force, a strategy certain other industries might utilize, would jeopardize our child care center's compliance with state and federal laws regulating day care staffing patterns. Furthermore, a reduction of the League's labor force would seriously jeopardize the goals of our program, goals that the League refuses to compromise. The second strategy, reducing program services, is conceivable, but the League's waiting list for these services (which exceeds its service capacity of 50 children) clearly indicates that the needs of our community call for expansion, not reduction of our services. As the third strategy, the League considered eliminating its career development plan, currently providing employees with financial and professional incentives to continue their education and improve the quality and variety of their job performance. In the current career model, we proportionately increase the wages of all employees as we increase those of a worker in the lowest classification. Discontinuing this policy in a system where wage differentials are so minimal from the outset would result in the standardization of wages for all staff regardless of classification, tenure or education and a career system devoid of professional and financial incentives.

The League's search for methods to counter the impact of the latest minimum wage increases has been unsuccessful. Each internal administrative alternative explored would cause an overall reduction of quality and volume of service to a community whose needs significantly exceed the current availability of service. There seem, therefore, to be no strategies utilizing existing funding sources which would allow us both to comply with the Fair Labor Standards and to maintain the current level and quality of service.

By enacting the 1977 Amendments, Congress has demonstrated a commitment to wage earners at or below the poverty level. The Urban League applauds this commitment as well as shares the belief that the most direct way to eliminate poverty is through employment and fair compensation. The critical need for subsidized day care services, however, has not been eliminated by the increased minimum wage. If Congress is truly committed to low income wage earners, it must further demonstrate this commitment through comprehensive child care legislation.

Two profound changes in family structure are affecting our nation's children and their need for child care services:[1]

1- a dramatic increase in the proportion of mothers in the labor force, a 17% increase from 1970 - 1975, currently 14 million mothers;

2- a significant growth in the number of children living in families headed by a woman, currently over nine million children, doubling from 1960 - 1974

Seventeen million American children live in families with annual incomes less than $7500. Of all children under age six who are members of families headed by women, 61.4% of these families have incomes that fall below the official poverty level of $5,038. Such low incomes cannot possibly satisfy family needs. Instead such incomes place children, in critical stages of growth, at developmental risk.

The Fair Labor Amendments may be a partial step towards eliminating poverty in this country, but they must be complemented by the enactment of comprehensive child care legislation. Wage earners at or near minimum wage, particularly single parents, cannot remain in the labor force without publicly funded day care. Publicly funded day care programs cannot be maintained at current appropriation levels, however, and still accomodate the federal minimum wage statute. Without subsidized day care, our public assistance rolls would only further soar. If policy makers are committed to America's low income workers and committed to decreasing our public assistance rolls, then policies and funding levels for child care must parallel this commitment.

The Urban League can easily promote child care services socially, educationally, philosophically and morally. Further the Urban League maintains that day care has distinct economic advantages, both short and long term. In convincing appeals to the Colorado General Assembly in 1975 and 1976, child care advocates documented that our state's Title XX day care program was paying for itself through the return of state income tax dollars by the day care client population. A 1976 study by the Colorado Department of Social Services further showed that day care clients on AFDC remained for a significantly shorter period of time than AFDC clients without day care, with the average length of time for AFDC cases on assistance 38.1 months and AFDC clients with day care on assistance 14.84 months.[2] All policy makers familiar with AFDC costs realize the fiscal advantages of day care subsidy as opposed to AFDC. In short, publicly supported day care programs have significant cost benefits.

In summary, the Pikes Peak Urban League proposes that Congress study the impact of minimum wage requirements on publicly supported child care programs and utilize such studies to vindicate a vote for comprehensive federal child care legislation. The absence of categorical child care funding has crippled day care programs throughout the United States and now minimum wage threatens their very existence. Despite the fact that the capacity of licensed day care centers doubled between 1967 and 1972, there remain only one million licensed day care slots for the 6.5 million children under six in this country whose mothers work.[1] We cannot afford to allow day care centers to close in the face of such staggering needs.

The Fair Labor Standards Amendments of 1977 are incompatible with current federal policy and funding in the area of child care. Such incompatibility exemplifies the need for comprehensive national child care policies and programs. Policy makers must seize this opportunity to examine not only child care needs, but also the child care profession. While we are expected to provide quality service to our nation's greatest resource - its young, we remain one of the most exploited professions in the United States. What a tragic and ironic position it is for the Urban League to fear the results of compensating its workers, whose labor we treasure, at a rate of $2.65/hour! Surely policy makers across this affluent nation will recognize this irony and legislate more realistic policies in order to provide our nation's indigent young with the care they need and our nation's child care workers with the compensation they deserve.

Thank you.

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1. America's Children, 1976 , National Council of Organizations for Children and Youth
2. Day Care Study , Charlie Hebeler, Colorado Department of Social Services, 1976

MINIMUM WAGE IMPACT ON URBAN LEAGUE CHILD CARE CENTER
1979 - 1981

The Urban League chose to study the three year period 1979 - 1981 because salaries in 1977 were being slowly adjusted in anticipation of minimum wage. In 1977 our lowest wage was $2.50/hour (rather than $2.30) and the impact of minimum wage on our system in 1978 has been provided for without a great increase in the over-all wage package.

Minimum wage requirements:

1977 - 1978 from $2.30/hour - $2.65/hour, a 15% increase
1978 - 1979 from $2.65/hour - $2.90/hour, a 9% increase
1979 - 1980 from $2.90/hour - $3.10/hour, a 7% increase
1980 - 1981 from $3.10/hour - $3.35 hour, an 8% increase

FICA

January 1, 1978 from 5.85%/year to 6.05%/year
Bill pending before Congress to increase FICA by 1982 to 6.65%

Given the minimum wage statute and the anticipated increase in FICA, our Center did a cost analysis keeping intact our current career development plan which offers each employee the possibility of an annual merit increase in addition to a standard cost of living increase. Salaries and fringe in our system represent approximately 77% of our total operating costs.

1978 Salary and Fringe Benefit Cost

STAFF:

- Child Care Coordinator
- Master Teacher
- Bus Driver/Custodian
- 3 Teachers
- 3 Teaching Assistants
- Secretary/Housekeeper
- Cook

Salaries:	$82,335.60
Fringe:	$ 8,233.56
Total:	$90,569.16

1979 Salary and Fringe Benefit Cost

Same 11 employees

Salaries:	$92,364.20
Fringe:	$ 9,698.40
Total:	$102,062.60

% Increase over 1978

Salaries:	12%
Fringe:	18%
Total:	13%

(continued)

1980 Salary and Fringe Benefit Cost

Same 11 employees

Salaries:	$101,068.39
Fringe:	$ 11,117.51
Total:	$112,185.90

% Increase over 1979	
Salaries:	9.4%
Fringe:	14.6%
Total:	10%

1981 Salary and Fringe Benefit Cost

Same 11 employees

Salaries:	$110,465.45
Fringe:	$ 12,151.20
Total:	$122,616.65

% Increase over 1980	
Salaries:	9%
Fringe:	9%
Total:	9%

1978 Wage + Fringe Cost:	$ 90,569.16
1981 Wage + Fringe Cost:,	$122,616.65

% Increase = 35%

URBAN LEAGUE CHILD CARE CENTER - SALARY SCHEDULE
Effective January - December 1978

CODE	ENTRY RATE	JOB RATE	MERIT RATE	POSITIONS
01	Hourly: $2.65 Annually: $5,512.00	$2.69 $5,595.20	$2.77 $5,761.60	Teaching Assistant I Bus Driver/Custodian I Cook I
02	$2.85 $5,928.00	$2.91 $6,052.80	$2.99 $6,219.20	Teaching Assistant II Driver/Custodian II Cook II
03	$3.09 $6,427.20	$3.16 $6,572.80	$3.25 $6,760.00	Secretary/Housekeeper I
04	$3.34 $6,947.20	$3.41 $7,092.80	$3.50 $7,280.00	Secretary/Housekeeper II
05	$3.61 $7,508.80	$3.69 $7,675.20	$3.79 $7,883.20	Teacher I
06	$3.89 $8,091.20	$3.97 $8,257.60	$4.07 $8,465.60	Teacher II
07	$4.23 $8,777.60	$4.31 $8,964.80	$4.42 $9,193.60	Master Teacher I
08	$4.52 $9,401.60	$4.61 $9,588.80	$4.72 $9,817.60	Master Teacher II

SALARIES SHOWN WITHOUT FRINGE

URBAN LEAGUE CHILD CARE CENTER - SALARY SCHEDULE

Effective January - December 1979

CODE	ENTRY RATE	JOB RATE	MERIT RATE	POSITIONS
01	Hourly: $2.90 Annually: $6,032.00	$2.94 $6115.20	$3.03 $6,302.40	Teaching Assistant I Bus Driver/Custodian I Cook I
02	Hourly: $3.11 Annually: $6,468.80	$3.18 $6614.40	$3.27 $6801.60	Teaching Assistant II Driver/Custodian II Cook II
03	Hourly: $3.37 Annually: $7,009.60	$3.45 $7176.00	$3.55 $7,384.00	Secretary/Housekeeper I
04	Hourly: $3.61 Annually: $7,508.80	$3.72 $7,737.60	$3.82 $7,945.60	Secretary/Housekeeper II
05	Hourly: $3.90 Annually: $8,112.00	$4.02 $8,361.60	$4.14 $8,611.20	Teacher I
06	Hourly: $4.19 Annually: $8,715.20	$4.33 $9,006.40	$4.45 $9,256.00	Teacher II
07	Hourly: $4.58 Annually: $9,526.40	$4.70 $9,776.00	$4.83 $10,046.40	Master Teacher I
08	Hourly: $4.84 Annually: $10,067.20	$5.03 $10,462.40	$5.16 $10,732.80	Master Teacher II

SALARIES SHOWN WITHOUT FRINGE

URBAN LEAGUE CHILD CARE CENTER - SALARY SCHEDULE
Effective January - December 1980

CODE	ENTRY RATE	JOB RATE	MERIT RATE	POSITIONS
01	Hourly: $3.10 Annually: $6,448.00	$3.15 $6,552.00	$3.24 $6,739.20	Teaching Assistant I Bus Driver/Custodian I Cook I
02	Hourly: $3.33 Annually: $6,926.40	$3.41 $7,092.80	$3.50 $7,280.00	Teaching Assistant II Bus Driver/Custodian II Cook II
03	Hourly: $3.61 Annually: $7,508.80	$3.70 $7,696.00	$3.80 $7,904.00	Secretary/Housekeeper
04	Hourly: $3.90 Annually: $8,112.00	$3.99 $8,299.20	$4.09 $8,507.20	Secretary/Housekeeper II
05	Hourly: $4.22 Annually: $8,777.60	$4.32 $8,985.60	$4.43 $9,214.40	Teacher I
06	Hourly: $4.55 Annually: $9,464.00	$4.65 $9,672.00	$4.76 $9,900.80	Teacher II
07	Hourly: $4.94 Annually: $10,275.20	$5.05 $10,504.00	$5.17 $10,753.60	Master Teacher I
08	Hourly: $5.29 Annually: $11,003.20	$5.40 $11,232.00	$5.52 $11,481.60	Master Teacher II

SALARIES SHOWN WITHOUT FRINGE

URBAN LEAGUE CHILD CARE CENTER - SALARY SCHEDULE
Effective January - December 1981

CODE	ENTRY RATE	JOB RATE	MERIT RATE	POSITIONS
01	Hourly: $3.35 Annually: $6,968.00	$3.40 $7,072.00	$3.50 $7,280.00	Teaching Assistant I Bus Driver/Custodian I Cook I
02	Hourly: $3.60 Annually: $7,488.00	$3.68 $7,654.40	$3.78 $7,862.40	Teaching Assistant II Bus Driver/Custodian II Cook II
03	Hourly: $3.90 Annually: $8,112.00	$4.00 $8,320.00	$4.11 $8,548.80	Secretary/Housekeeper I
04	Hourly: $4.22 Annually: $8,777.60	$4.32 $8,985.60	$4.42 $9,193.60	Secretary/Housekeeper II
05	Hourly: $4.56 Annually: $9,484.80	$4.67 $9,713.60	$4.79 $9,963.20	Teacher I
06	Hourly: $4.91 Annually: $10,212.80	$5.02 $10,441.60	$5.14 $10,691.20	Teacher II
07	Hourly: $5.33 Annually: $11,086.40	$5.45 $11,336.00	$5.58 $11,606.40	Master Teacher I
08	Hourly: $5.71 Annually: $11,876.80	$5.83 $12,126.40	$5.95 $12,376.00	Master Teacher II

SALARIES SHOWN WITHOUT FRINGE

URBAN LEAGUE CHILD CARE DEPARTMENT

CURRENT SERVICES:

CHILD CARE CENTER

Number of Staff: 10 full-time
6-8 part-time

General Operating Budget: Jan. 1 - Dec. 31, 1977: $115,000

Revenue Sources:
- City of Colorado Springs - General Revenue Sharing
- City of Colorado Springs - Community Development Block Grant
- National School Lunch Act
- Title XX
- Client Fees

(See Appendix - City Application, 1977 for detailed fiscal and programmatic descriptions)

PROGRAM DESCRIPTION:

EDUCATION:

The majority of staff time and energy is devoted towards the education component. Our educational philosophy maintains that children acquire skills most efficiently and effectively in a well structured environment. All teachers at the Center develop trimester educational objectives for the children in their classes. Pre and post criterion referenced assessment takes place on a daily basis. The curriculum has been designed as part of a collective staff effort and it is revised periodically. Instruction usually takes place on a 1-1 or small group basis. The curriculum is composed of many core content areas with skills developmentally sequenced. The skills are described in behavioral terms within the curriculum and the daily objectives include observable criteria for evaluation. Reinforcement theory and technology are employed for teacher effectiveness.

NUTRITION:

Through a contract with School District No. 11, all food is catered to the Center. Breakfast, lunch and snacks are served daily to attending children.

MEDICAL/DENTAL:

Comprehensive dental services are provided to all children including examination and treatment. Physical examinations are provided to those children in need and comprehensive health screening is provided to all children twice yearly through the Community Health Center and City/County Health Department.

SOCIAL SERVICES/TRAINING:

Through a contract with Pikes Peak Family Counseling, the Center receives the services of a social worker and child development specialist. During the past year their services have included: staff communication; teacher training; crisis intervention; client and staff therapy; curriculum development. Several of our staff have received training off-site through college courses, workshops, seminars and program visitation. The staff has assisted parents with child management; employment counseling; food, clothing and shelter needs; legal difficulties and other social concerns.

TRANSPORTATION:

The Center owned vehicle travels over 1,000 miles per month transporting children to and from the program, delivering meals, taking excursions and running errands.

ADVOCACY:

Because Center funds permit direct services to only 50 children and their families, the Child Care Planning Coordinator is actively engaged in local and state-wide child advocacy efforts. The thrust of these efforts is to keep policy makers and other child advocates intensely aware of the overwhelming needs of low-income children. Toward this end, the Coordinator serves on the State Board of the Colorado Association for the Education of Young Children and is Chairman of the Colorado Child Care Coalition and Vice-Chairman of the Head Start Program of Colorado Springs. Additionally she has served for the last two years on the Head Start Assessment Team. On several occasions the Coordinator has testified before various committees of the Colorado State Legislature on the day care needs of low-income families. (See Resume, Child Care Planning Coordinator, Proposal Appendix).

URBAN LEAGUE OF THE PIKES PEAK REGION, INC.
CHILD CARE CENTER

SERVICE UNITS
MONTH OF: ANNUAL: January - December 1977

Enrollment as of: ____________

Average daily attendance: 44

Average daily enrollment: 50½

EDUCATION: ANNUAL GOAL: 90-100% effectiveness
ACTUAL: 96% Mastered
98% Taught
IK Value: $10,057.51

FACILITIES ANNUAL GOAL: 72 sq.ft.indoors
ACTUAL: 72 sq.ft.indoors
IK Value: $3,511.03

NUTRITION: ANNUAL GOAL: 100 meals/day available

Meals Served: 5,789 breakfast
10,880 Lunch
15,414 snacks

[illegible] ANNUAL GOAL: Health Screening
Dental Care: 50 children

Medical	#	IK Value
physical exams	15	
Immunizations	01	
screenings		
Urines	108	
Hematocrits	92	
Throat Cultures	50	
Auditory	100	
Vision	37	
CBC	01	

Dental IK $1,702.30

Children treated 60
50 initial visits
24 follow-up visits IK $1,371.00
74 total visits

TOTAL IK Value $3,073.30

TRANSPORTATION ANNUAL GOAL: 15,000 mi/yr; avg. daily children transported (10).

Total Mileage: 11,396
Total # of children transported: 2,320
Avg. # of children transported/day. 09
IK: $27.85

TRAINING/SOCIAL SERVICES:

Hours IK Value

Off-Site Training
ANNUAL GOAL: -0-
ACTUAL: 24

On-Site Training
ANNUAL GOAL: 96 hours staff mtgs.
ACTUAL: 125.50

Unprojected Additional In-Service: 124.5 hours

Social Worker Consultant
ANNUAL GOAL: 60 hours
ACTUAL: 52 hours
Social Worker Intern: Unprojected
ACTUAL: 154.5 hours

Child Development Specialist Consultant
ANNUAL GOAL: 120 hours
ACTUAL: 231.5 hours

PARENT CHILD PROJECT:
(intensive parent training)
Projected Hours: 100
Actual Hours: 90 hrs group sessions
290 hrs home visits
380 hrs (12 families)

Social Services: IK: $4,093.07
Management: IK: $2,051.29

TOTAL PROGRAM IN KIND:$22,814.05

(without capital improvements) COST PER DAY/CHILD: Projected:$8.86
Actual: $9.11

Senator CRANSTON. Thank you very much.

Frances, I am delighted to welcome you. I guess you share the prize with Robert Moon for having come the farthest distance.

Ms. WALKER. I think so. Does that also mean I get to talk longer?

Senator CRANSTON. Absolutely not. [Laughter.]

Ms. WALKER. That's what I thought.

STATEMENT OF FRANCES WALKER, DIRECTOR, CHILD CARE SERVICES, CALIFORNIA STATE DEPARTMENT OF EDUCATION, SACRAMENTO, CALIF.

Ms. WALKER. Senator Cranston, and staff, I am pleased to be here. Because I just got back to Sacramento from Atlanta and turned around to come to Washington, I have brought copies of my testimony which I will leave with you.

I would like to give you a little background on child care in California because I think California is unique and I think probably has a longer history than any other State in the delivery of child-care services. Then, I would like to describe very briefly the kinds of programs currently administered by the State department of education and, finally, to talk about some of the basic issues that we see relative to our current operation and to future Federal child-care legislation.

My name is Frances Walker. I am an assistant superintendent of public instruction for the State of California, and director of the State office of child development.

California has had a subsidized child care program since the Depression. It was initiated under the works project program and later in 1943 was expanded under the Lanham Act. In 1965, the programs which were operated mainly by school districts became known as children's centers. In 1972, the State legislature passed a child development act, which designated the State department of education as the administrators of child care in the State of California.

The California Legislature defined child care as child development, a program that was to feature comprehensive quality child care services for all of the children being served. We remain committed to that description of child care programs and believe that that is the only kind that offers children of the poor and working poor a fighting chance to arrive at adulthood with self-esteem, skills and independence.

We believe that is worth any investment that California makes. There is a saying around our office that child care is not an expenditure, it is an investment. We would like to see that theme adopted as the basis for any new legislation that comes about on behalf of young children.

There are a number of types of child care programs in California, some general, and some specific types. Generally, when child care is discussed, the focus is primarily on pre-school-age children. That is the bulk of the service in California, but we have in recent years initiated a number of very specialized child development programs, to meet particular needs of particular groups.

General child care programs in California constitute the largest number of programs. Throughout the State, approximately 535 agencies, public and private in almost equal numbers, provide child care services in 42 counties. General child development programs provide two basic things: a safe and healthy learning environment for young children and the opportunity for parents to obtain or maintain self-sufficiency through employment or preparation for employment.

In addition, respite care is made available to parents on short-term basis to alleviate family stress situations. Likewise to the parents of handicapped children.

These services provide the child with group experiences and developmental activities.

School-age parenting and infant development is a relatively new program in the State and one that is growing, but not nearly as fast as it ought to. It recognizes the growing number of teenage parents who, without child care, would be dropouts. Five years ago, the majority of teenage parents were in high schools. We are now seeing increasing numbers of pregnant students in elementary and junior high schools.

This particular program serves the child care or the infant care needs of the teenage mother. It also provides a means whereby teenagers can continue education and receive care for their children on the school site. Programs are operated by high school districts; the first funding ($600,000) that became available for this program could have been entirely spent in one part of Los Angeles County.

California also has a program called alternative child care, which was introduced by Governor Brown to test cost-reducing features in the delivery of child care services, to test different delivery systems, and to increase parental choice.

The jury is still out on the success of the alternative child care program, with respect to cost effectiveness and its other goals. However, we do not reject child care funds when available, and funding was made available in the amount of $10 million. We had serious concerns about the expectation that child care could be delivered more cheaply, or that it should be delivered cheaper. The department of education was concerned that cheaper child care would exploit children, providers, or both.

When the $10 million was offered by the Governor to provide alternative child care services, the department of education received $66 million worth of requests. Although people had preferences about the kind of program they would like to offer and ideas about what it would cost, they also recognized the unmet need and sought to meet it with what turned out to be unrealistically low reimbursement rates.

We have a migrant child care program. California having various growing seasons, migrant children are sometimes enrolled in two or three different programs in the course of a year. Those children have, in addition to other needs, special needs for medical and dental care and followup.

The law does not permit children to work in the fields—both parents must work. So we have great concern about young children being cared for in the migrant housing areas by grandparents who are often tubercular.

Migrant child care programs often serve children as young as 6 weeks old.

We have a child development service agreement with 42 of the 58 county welfare departments in California. Through those contracts additional child care services are provided. Through an interagency agreement with the department of health, which is the single State agency, education administers child care and development according to the dictates of the State statutes.

The office of child development is unique within our own department, since we administer social services and educational services through child care.

I have been asked to conclude, so I will move on to the issues.

The child care and development services system in California is a complex one, which features diversity in terms of agencies that provide the services, and in terms of types of programs and delivery systems.

We support legislation that recognizes that no one single agency or single type of child care is best for everyone. On the contrary, it is the diversity that assures parents and providers a choice—when subsidies are available to make that choice.

We would therefore urge administrative flexibility at the State level. California has had longstanding need to be designated the single State agency for the delivery of child care services. California law so designates SDE, while Federal law designates the single State agency. Because 2 State agencies are involved, a great deal of time is spent, and money as well, that could better be spent on direct services.

We would hope new legislation would not preclude prime sponsorship by the department of education, regardless of who has single State agency status.

Priorities for eligibility, as they currently exist, serve the poor. Upper middle income consumers are aided through tax credits for child care. The working poor are left out. They are not eligible, yet they are struggling to maintain employment.

Approximately 50 percent of our service is to "income eligibles" and 50 percent AFDC recipients. There are insufficient dollars to fully serve either group. Thus altering priorities without adding money in sufficient amounts to serve both groups—poor and working poor—would be an empty gesture.

We would like to suggest that new legislation recognize the fact that people in low-income communities and even middle-income communities prefer care located in their home communities. Most child care facilities within poor communities are old, poorly kept, and inappropriate for child care. In many communities in California, child care facilities are in schools that have been declared earthquake-unsafe. Facilities unusable, unsafe for school children should not be used for child care even though most of those buildings still are better than churches, remodeled filling stations, and whatever else people can find and afford. Recognizing that poor people in poor communities have poor facilities around them, we would hope that there would be some renovation and/or construction money included in new child care legislation.

Finally, I would like to state that the department of education would be pleased to participate as fully as possible in the development of new child care legislation. We feel we have much to offer—information, a long track record and an abiding commitment to children and their families.

Thank you.

[The prepared statement of Ms. Walker follows:]

TESTIMONY PREPARED FOR THE SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT OF THE UNITED STATES SENATE COMMITTEE ON HUMAN RESOURCES REGARDING THE SHAPING OF FUTURE FEDERAL LEGISLATION INVOLVING CHILD CARE AND DEVELOPMENT PROGRAMS

Washington D. C.
February 20, 1978

CHAIRMAN AND MEMBERS OF THE SENATE SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT, MY NAME IS FRANCES WALKER; I AM THE DIRECTOR OF THE OFFICE OF CHILD DEVELOPMENT IN THE CALIFORNIA STATE DEPARTMENT OF EDUCATION. I AM PLEASED TO PROVIDE THE TESTIMONY ON CALIFORNIA'S STATE AND FEDERALLY SUBSIDIZED CHILD CARE PROGRAMS. MY TESTIMONY WILL COVER THREE MAJOR AREAS: THE HISTORY OF CHILD CARE AND DEVELOPMENT SERVICES IN CALIFORNIA; THE QUALITY AND QUANTITY OF THE EXISTING NETWORK OF CHILD DEVELOPMENT PROGRAMS WE ADMINISTER; AND, SEVERAL ISSUES THAT IMPACT ON CALIFORNIA'S CHILD CARE AND DEVELOPMENT SERVICES, PARTICULARLY AS THEY PERTAIN TO CONSIDERATION FOR FUTURE FEDERAL LEGISLATION.

BACKGROUND

CALIFORNIA HAS HAD A SUBSIDIZED CHILD CARE PROGRAM SINCE THE DEPRESSION, INITIATED BY THE FEDERAL WORKS PROGRESS ADMINISTRATION TO PROVIDE JOBS FOR UNEMPLOYED TEACHERS AND MEALS FOR NEEDY CHILDREN. LATER, IN 1943, UNDER THE LANHAM ACT, CONGRESS CREATED THE FIRST CHILD CARE CENTERS FOR THE CHILDREN OF WOMEN EMPLOYED IN WARTIME INDUSTRIES. CALIFORNIA'S STATE DEPARTMENT OF EDUCATION (SDE) ADMINISTERED THESE CHILDREN'S CENTER SERVICES, AND THE PROGRAMS WERE OPERATED MAINLY BY LOCAL SCHOOL DISTRICTS. FUNDING FOR THE PROGRAMS WAS WITHDRAWN BY THE FEDERAL GOVERNMENT, BUT REINSTATED BY THE CALIFORNIA LEGISLATURE FOLLOWING THE END OF WORLD WAR II. THESE PROGRAMS, RENAMED "CHILDREN'S CENTERS" IN 1965, HAVE REMAINED BY CALIFORNIA STATUTES UNDER THE JURISDICTION OF THE DEPARTMENT OF EDUCATION SINCE THE PROGRAM'S INCEPTION.

CONGRESS REESTABLISHED FEDERAL FINANCIAL SUPPORT FOR CHILD CARE IN 1962 BY

AUTHORIZING THE EXPENDITURE OF SOCIAL SERVICES AID UNDER TITLE IV-A, (NOW TITLE XX) OF THE SOCIAL SECURITY ACT. INITIALLY, THESE FEDERAL FUNDS WERE ALLOCATED EXCLUSIVELY TO COUNTY WELFARE DEPARTMENTS BY CALIFORNIA'S DEPARTMENT OF SOCIAL WELFARE, THEN RECOGNIZED AS THE SINGLE STATE AGENCY BY THE FEDERAL GOVERNMENT. FIVE YEARS LATER, THE CALIFORNIA STATE LEGISLATURE DIRECTED THE STATE DEPARTMENT OF EDUCATION TO TAKE RESPONSIBILITY FOR CHILD CARE SERVICES FUNDED UNDER TITLE IV-A BY ENTERING INTO AN AGREEMENT WITH THE STATE DEPARTMENT OF SOCIAL WELFARE.

IN 1972, THE STATE LEGISLATURE PASSED THE CHILD DEVELOPMENT ACT (AB 99/72), WHICH DECLARED THE STATE DEPARTMENT OF EDUCATION AS CALIFORNIA'S STATE AGENCY RESPONSIBLE FOR ALL SUBSIDIZED CARE AND DEVELOPMENT PROGRAMS. THIS ACT AND SUBSEQUENT AMENDMENTS DEFINED THE OBJECTIVES OF PUBLICLY SUBSIDIZED CARE, INSURED THAT CALIFORNIA'S PROGRAMS WOULD BE DEVELOPMENTAL IN NATURE, AND SPECIFIED THE SERVICES TO BE PROVIDED: COGNITIVE, HEALTH, NUTRITION, SOCIAL SERVICES, PARENT INVOLVEMENT, AND STAFF DEVELOPMENT.

UNDER TITLE XX, THE STATE DEPARTMENT OF EDUCATION STILL RECEIVES THE FEDERAL FUNDS EARMARKED FOR CHILD DEVELOPMENT SERVICES FROM CALIFORNIA'S SINGLE STATE AGENCY, THE STATE DEPARTMENT OF HEALTH, THROUGH AN INTERAGENCY AGREEMENT. IN ADDITION, ALL AGENCIES MUST COMPLY WITH APPLICABLE STATE AND FEDERAL HEALTH AND SAFETY STANDARDS AND BE LICENSED OR "ACCREDITED" TO OPERATE A CHILD DEVELOPMENT PROGRAM. CALIFORNIA'S CONTRIBUTION OF STATE GENERAL FUNDS TO MATCH THE FEDERAL TITLE XX FUNDS, HAS INCREASED CONSIDERABLY AND HAS FAR EXCEEDED THE REQUIRED MATCH OF 25 PERCENT. STATE GENERAL FUNDS CURRENTLY PROVIDE APPROXIMATELY 50 MILLION DOLLARS FOR CHILD DEVELOPMENT SERVICES. FEDERAL TITLE XX FUNDS CONTRIBUTE APPROXIMATELY 32 MILLION DOLLARS TOWARD THE STATE'S CHILD DEVELOPMENT SERVICES.

PURPOSE OF CHILD DEVELOPMENT PROGRAMS

CHILD DEVELOPMENT PROGRAMS ADMINISTERED BY CALIFORNIA'S STATE DEPARTMENT OF EDUCATION SERVE TWO IMPORTANT BASIC PURPOSES: (1) THEY PROVIDE A SAFE, HEALTHY

ENVIRONMENT CONDUCIVE TO THE DEVELOPMENT AND GROWTH OF YOUNG CHILDREN, AND (2) THEY PROVIDE THE OPPORTUNITY FOR PARENTS TO ATTAIN OR MAINTAIN SELF-SUFFICIENCY THROUGH EMPLOYMENT OR THE PREPARATION FOR EMPLOYMENT.

RESPITE CARE CAN BE MADE AVAILABLE FOR PARENTS ON A SHORT-TERM BASIS TO ALLEVIATE FAMILY STRESS SITUATIONS, OR TO THE PARENTS OF HANDICAPPED CHILDREN. THESE SERVICES ALSO PROVIDE THE CHILD WITH GROUP EXPERIENCES AND DEVELOPMENTAL ACTIVITIES. SERVICES ARE THEREFORE PROVIDED TO SICK CHILDREN, HANDICAPPED CHILDREN AND CHILDREN AT RISK OF NEGLECT AND ABUSE, AS WELL AS TO CHILDREN FROM LOW INCOME FAMILIES.

PROGRAM TYPES

THE CALIFORNIA STATE DEPARTMENT OF EDUCATION IS COMMITTED TO THE PROVISION OF COMPREHENSIVE QUALITY CHILD CARE AND DEVELOPMENT SERVICES BY QUALIFIED CARING ADULTS. DIVERSITY WITH RESPECT TO OPERATING AGENCIES AND CARE SETTINGS IS ENCOURAGED, SO THAT PARENTAL CHOICE CAN BE EXERCIZED TO THE GREATEST EXTENT POSSIBLE.

CHART I (SEE APPENDIX) IDENTIFIED THE SPECIFIC TYPES OF CHILD DEVELOPMENT PROGRAMS ADMINISTERED BY THE CALIFORNIA STATE DEPARTMENT OF EDUCATION, INCLUDING THE NUMBERS OF CHILDREN SERVED, AND AMOUNT AND SOURCE OF FUNDING FOR THE AGENCIES DURING FISCAL YEAR 1976-77. THESE PROGRAMS ARE OPERATED AT THE LOCAL LEVEL BY MORE THAN 500 SCHOOL DISTRICTS, COUNTY OFFICES OF EDUCATION, CITIES, COLLEGES, OR OTHER PUBLIC AND PRIVATE AGENCIES, BUT IT SHOULD BE NOTED THAT IN CALIFORNIA APPROXIMATELY HALF OF THE CHILD DEVELOPMENT PROGRAMS ARE CONDUCTED BY PRIVATE COMMUNITY-BASED GROUPS.

CALIFORNIA'S PROGRAMS INCLUDE:

1. GENERAL CHILD DEVELOPMENT;
2. SCHOOL-AGE PARENTING AND INFANT DEVELOPMENT;
3. ALTERNATIVE CHILD CARE AND DEVELOPMENT;
4. MIGRANT CHILD DEVELOPMENT;
5. CHILD DEVELOPMENT SERVICE AGREEMENTS WITH COUNTY WELFARE DEPARTMENTS; AND
6. CAMPUS CHILD DEVELOPMENT

ALTHOUGH FAMILY CHILD CARE HOMES ARE NOT IDENTIFIED AS A SPECIFIC PROGRAM TYPE, THESE SERVICES ARE AVAILABLE IN GENERAL CHILD DEVELOPMENT PROGRAMS, ALTERNATIVE CHILD CARE AND DEVELOPMENT PROGRAMS, AND IN PROGRAMS OFFERED THROUGH SERVICE AGREEMENTS WITH COUNTY WELFARE DEPARTMENTS.

GENERAL CHILD DEVELOPMENT PROGRAMS

GENERAL CHILD DEVELOPMENT PROGRAMS ARE USUALLY OPEN FROM TEN TO ELEVEN HOURS EACH DAY, FIVE DAYS PER WEEK, THROUGHOUT THE YEAR. WHILE SOME PROGRAMS PROVIDE SERVICES FOR INFANTS (AGES ZERO TO TWO YEARS), MOST SERVE BOTH PRESCHOOL-AGE (TWO TO FIVE YEARS) AND SCHOOL-AGE (SIX TO FOURTEEN YEARS) CHILDREN. THE FULL RANGE OF PROGRAM COMPONENTS ARE PROVIDED IN BOTH CENTERS AND FAMILY CHILD CARE HOMES TO ALL CHILDREN SERVED.

SCHOOL-AGE PARENTING AND INFANT DEVELOPMENT PROGRAMS

SCHOOL-AGE PARENTING AND INFANT DEVELOPMENT PROGRAMS PROVIDE CHILD DEVELOPMENT SERVICES TO THE CHILDREN OF SCHOOL-AGE PARENTS, AND OFFER THE SCHOOL-AGE PARENTS COURSES IN PARENT EDUCATION WHILE THEY COMPLETE THEIR HIGH SCHOOL EDUCATIONS. PARENT EDUCATION COURSES ARE ALSO AVAILABLE AS AN OPTION TO HIGH-SCHOOL-AGE STUDENTS WHO ARE NOT PARENTS.

ALTERNATIVE CHILD CARE AND DEVELOPMENT PROGRAMS

ALTERNATIVE CHILD CARE PROGRAMS (CALIFORNIA STATUTE AB 3059/76) WERE DESIGNED TO TEST POTENTIAL COST-REDUCING FEATURES AND VARIOUS CHILD CARE DELIVERY METHODS THAT WOULD PROVIDE FOR GREATER PARENTAL CHOICES WITHOUT SACRIFICING PROGRAM QUALITY. UNIQUE SERVICES PROVIDED UNDER THIS PROGRAM INCLUDE SEVEN-DAY-A-WEEK CARE, TWENTY-FOUR-HOUR FACILITY ACCESSIBILITY AND INDUSTRY-RELATED CARE.

MIGRANT/AGRICULTURAL CHILD DEVELOPMENT PROGRAMS

MIGRANT CHILD DEVELOPMENT PROGRAMS ARE DESIGNED TO MEET THE NEEDS OF AN EVER-CHANGING GROUP OF CHILDREN FOR SHORT-TERM PERIODS THROUGHOUT THE YEAR.

MIGRANT FAMILIES FREQUENTLY MOVE FROM COUNTY TO COUNTY DURING CALIFORNIA'S MULTIPLE GROWING SEASONS. THESE PROGRAMS ADDRESS THE SPECIAL NEEDS OF MIGRANT CHILDREN FOR LANGUAGE DEVELOPMENT, MEDICAL AND DENTAL SERVICES, AND THE RECOGNITION AND PRESERVATION OF THEIR CULTURAL HERITAGE.

SERVICE AGREEMENTS WITH COUNTY WELFARE DEPARTMENTS

COUNTY WELFARE DEPARTMENTS MAY ENTER INTO AN AGREEMENT WITH THE CALIFORNIA STATE DEPARTMENT OF EDUCATION FOR THE PROVISION OF CHILD DEVELOPMENT SERVICES. ALTHOUGH CHILD DEVELOPMENT SERVICES FUNDED UNDER THE SERVICE AGREEMENT ARE SUBJECT TO COMPLIANCE WITH APPLICABLE STATE AND FEDERAL REGULATIONS, COUNTIES VARY IN THE WAY CHILD DEVELOPMENT FUNDS ARE UTILIZED. OFTEN THE FUNDS ARE USED TO PURCHASE SERVICE FOR FAMILIES IN NEED OF SHORT-TERM AND EMERGENCY CARE. PARENTS MAY EITHER BE GIVEN THE FUNDS TO PURCHASE CHILD DEVELOPMENT SERVICES THEMSELVES, OR THE COUNTY MAY PAY THE PROVIDER DIRECTLY.

CAMPUS CHILD DEVELOPMENT PROGRAMS

THE CAMPUS CHILD DEVELOPMENT PROGRAMS ARE OPERATED IN MUCH THE SAME WAY AS THE GENERAL CHILD DEVELOPMENT PROGRAMS, BUT ARE PRIMARILY INTENDED TO CARE FOR THE CHILDREN OF STUDENTS ON TWO-YEAR AND FOUR-YEAR COLLEGE OR UNIVERSITY CAMPUSES. IN ADDITION, THEY FREQUENTLY SERVE AS TRAINING SITES FOR STUDENTS ENROLLED IN COURSES OF STUDY AT THE COLLEGE RELATED TO CHILD DEVELOPMENT.

ISSUES

THE CHILD CARE AND DEVELOPMENT SERVICES SYSTEM IN CALIFORNIA IS A COMPLEX ONE, INVOLVING A VARIETY OF PROGRAM TYPES, MULTIPLE FUNDING SOURCES, AND COORDINATION AMONG A NUMBER OF AGENCIES AT LOCAL, STATE AND FEDERAL LEVELS. THE STATE DEPARTMENT OF EDUCATION STRONGLY SUPPORTS THIS DIVERSITY, WHICH ALLOWS FOR

PUBLIC AND PRIVATE SERVICE DELIVERY AGENCIES. IN ADDRESSING A NUMBER OF ISSUES IMPACTING ON FUTURE CHILD CARE AND DEVELOPMENT LEGISLATION, LET ME FIRST STATE THAT WE WILL GLADLY REVIEW AND COMMENT ON ANY SPECIFIC LEGISLATIVE PROPOSALS AS THEY ARE DRAFTED, OR WHEN THEY ARE MADE AVAILABLE TO THE PUBLIC. HOWEVER, AT THIS TIME WE WOULD LIKE TO HIGHLIGHT THE MAJOR ISSUES WHICH WOULD BE OF CONCERN TO US IN THE DEVELOPMENT OF SUCH FEDERAL LEGISLATION IN THE AREA OF CHILD CARE AND DEVELOPMENT.

ADMINISTRATIVE FLEXIBILITY AT THE STATE LEVEL AND PRIME SPONSORS

CALIFORNIA HAS BUILT PUBLIC SUPPORT FOR CHILD DEVELOPMENT PROGRAMS AND HAS BUILT A DELIVERY SYSTEM THAT NOW PROVIDES SIGNIFICANTLY MORE TYPES OF CHILD DEVELOPMENT SERVICES THAN ANY OTHER STATE IN THE NATION. CALIFORNIA IS ACUTELY AWARE OF THE NEED TO MAINTAIN A HEALTHY DIVERSITY IN PROGRAM APPROACHES AND SPONSORING AGENCIES. BECAUSE THIS DIVERSITY ALREADY EXISTS IN CALIFORNIA'S CHILD CARE AND DEVELOPMENT SYSTEM, EFFECTIVE COORDINATION IS CRITICALLY IMPORTANT IN MOLDING THESE RESOURCES INTO A COHERENT DELIVERY SYSTEM. A NEW SOURCE OF CATEGORICAL FUNDING TO PRIME SPONSORS WHICH COULD NOT FLOW THROUGH THE STATE DEPARTMENT OF EDUCATION WOULD SEVERLY HAMPER OUR ABILITY TO COORDINATE THESE SERVICES STATEWIDE. THE CALIFORNIA STATE DEPARTMENT OF EDUCATION HAS ALSO BEEN CONSTRAINED BY THE TITLE XX REQUIREMENT THAT ALL FEDERAL CHILD CARE FUNDS FLOW THROUGH THE SINGLE STATE AGENCY FOR ALL SOCIAL SERVICES. THIS REQUIREMENT HAS RESULTED IN DUPLICATION OF EFFORT AND COST AT THE STATE LEVEL.

FOR THESE REASONS, AND IN ORDER TO ASSURE THAT RESOURCES COULD BE TARGETED MOST EFFECTIVELY, WE WOULD SUPPORT FEDERAL LEGISLATION WHICH WOULD ALLOW THE FEDERAL AGENCY TO RECOGNIZE STATE STATUTES FOR ASSIGNMENT OF ADMINISTRATION OF CHILD CARE SERVICES, AND WHICH WOULD PROVIDE MAXIMUM STATE FLEXIBILITY IN DETERMINING THE POLICY, ADMINISTRATION AND IMPLEMENTATION STRATEGIES FOR CARRYING OUT THE PROVISIONS OF THAT LEGISLATION.

ADEQUACY OF PRESENT SERVICE

CHANGING SOCIAL PATTERNS, THE TREND TOWARD SINGLE-PARENT HEADS-OF-HOUSEHOLDS, AND INCREASING NUMBERS OF CHILD NEGLECT AND ABUSE CASES, HAVE PRODUCED A NEED FOR CHILD CARE FAR IN EXCESS OF THAT WHICH IS AVAILABLE IN THE PUBLIC AND PRIVATE SECTORS OF THE STATE. THE WOMEN'S BUREAU OF THE U.S. DEPARTMENT OF LABOR REPORTED IN SEPTEMBER 1977 THAT ALMOST HALF OF ALL MOTHERS WORKED LAST YEAR AND ALMOST TWO-FIFTHS OF THOSE MOTHERS HAD PRESCHOOL CHILDREN.

AS REPORTED BY THE U.S. BUREAU OF THE CENSUS, THE NUMBER OF CHILDREN IN CALIFORNIA IN 1975 UNDER THE AGE OF FIVE YEARS WAS 1.5 MILLION. OF THESE CHILDREN, 340,000 WERE REPORTED TO BE LIVING IN FAMILIES AT OR BELOW THE POVERTY LEVEL. OF THE TOTAL NUMBER OF CHILDREN IN CALIFORNIA BETWEEN THE AGES OF SIX TO FOURTEEN, 455,000 ARE LIVING IN FAMILIES RECEIVING AID TO DEPENDENT CHILDREN. OF AN ESTIMATED 795,000 CHILDREN UNDER THE AGE OF FOURTEEN WHO ARE LIVING IN FAMILIES AT THIS LOW-INCOME LEVEL, IT IS ESTIMATED THAT 175,935 ARE RECEIVING SOME TYPE OF SUBSIDIZED SERVICES. 84,000 OF THE REMAINING 619,065 CHILDREN ARE REPORTED TO BE "CARING FOR THEMSELVES".

ACCESSIBILITY TO CHILD CARE AND DEVELOPMENT SERVICES IS LIMITED BY ELIGIBILITY PRIORITIES AND INADEQUATE FUNDING. TO BE ELIGIBLE FOR SUBSIDIZED CHILD DEVELOPMENT SERVICES, FAMILIES MUST BE: EITHER RECIPIENTS OF AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC), SUPPLEMENTAL SECURITY INCOME (SSI), OR STATE SUPPLEMENTAL PROGRAM (SSP) BENEFITS BECAUSE OF BLINDNESS OR DISABILITY; OR THE FAMILY'S GROSS MONTHLY INCOME MUST BE LESS THAN 84 PER CENT OF THE STATE'S MEDIAN INCOME.

THE NEED FOR CHILD CARE SERVICES MUST BE ESTABLISHED BY VIRTUE OF THE PARENT BEING EMPLOYED, ACTIVELY SEEKING EMPLOYMENT, OR ENGAGED IN VOCATIONAL TRAINING THAT WILL LEAD TO EMPLOYMENT. PRIORITY IS ALSO GIVEN TO CHILDREN IN NEED OF PROTECTIVE SERVICES, AND TO PARENTS IN NEED OF RESPITE CARE.

FUNDS CURRENTLY AVAILABLE FROM FEDERAL AND STATE SOURCES ARE NOT SUFFICIENT TO FULLY ADDRESS THESE PRIORITIES. ADDITIONALLY, THE PRIORITIES AS PRESENTLY ESTABLISHED EXCLUDE THOUSANDS OF MIDDLE INCOME FAMILIES WHO EARN TOO MUCH TO QUALIFY FOR SUBSIDIZED CARE, BUT TOO LITTLE TO PAY THE FULL COST OF CHILD CARE. THIS GROUP, WHICH GROWS LARGER EACH YEAR, CANNOT CLAIM TAX DEDUCTIONS FOR CHILD CARE EXPENDITURES. THUS THE NEEDS OF CURRENTLY ELIGIBLE FAMILIES FOR WHOM THERE IS INSUFFICIENT FUNDING TO SERVE AND THE NEEDS OF THE WORKING POOR ARE EXTREME ALBEIT UNADDRESSED AT THE PRESENT TIME. CALIFORNIA WOULD LIKE TO SEE NEW LEGISLATION THAT WOULD RECOGNIZE THE IMPORTANCE AND PRESENT AND FUTURE VALUE OF EXPANDING ELIGIBILITY,AND INCREASING FINANCIAL SUPPORT IN ACCORDANCE WITH EXPANDED EILGIBILITY STANDARDS.

FUNDING

AS STATED ABOVE, FEDERAL FUNDING HAS TRADITIONALLY BEEN TIED TO SPECIFIC ELIGIBILITY CRITERIA. HOWEVER, AS IN THE CASE OF TITLE XX, FUNDING AVAILABLE DOES NOT ALWAYS ADEQUATELY SERVE THE POPULATION IDENTIFIED. WHILE WE REALIZE THAT IT MAY NOT BE REASONABLE TO IDENTIFY AND SERVE ALL NEEDY FAMILIES AND CHILDREN IN A BRIEF PERIOD SUCH AS A YEAR, WE WOULD STRONGLY URGE THAT STEPS BE TAKEN AT THE FEDERAL LEVEL TO ESTABLISH A POLICY REGARDING THE POPULATION TO BE SERVED. A PLAN SHOULD BE DEVELOPED INCLUDING A DETERMINATION OF THE PERCENTAGE OF THE NEED TO BE MET EACH YEAR, WITH A SPECIFIC TIMELINE AND SUFFICIENT FUNDING SUPPORT TO REALIZE THE GOAL IN THE TIME FRAME SPECIFIED (e.g. ADDRESS 25% OF THE NEED EACH YEAR FOR A FOUR-YEAR PERIOD). FINALLY, THIS PLAN SHOULD INCLUDE A COST-OF-LIVING INCREASE FACTOR IN ORDER TO PREVENT EROSION OF SERVICE TO NUMBERS OF CHILDREN DUE TO INFLATION.

CAPITAL OUTLAY

WE WOULD STRONGLY SUPPORT INCLUSION IN NEW FEDERAL LEGISLATION OF PROVISIONS THAT WOULD PERMIT CAPITAL EXPENDITURE FOR RENOVATION AND CONSTRUCTION OF BADLY

NEEDED CHILD DEVELOPMENT FACILITIES. ALTHOUGH CALIFORNIA HAS BEEN HIGHLY RESPONSIVE TO THE NEED FOR EXPANDING CHILD DEVELOPMENT PROGRAMS, A SEVERE LIMITATION IN STARTING NEW PROGRAMS HAS BEEN THE UNAVAILABILITY OF CAPITAL OUTLAY FUNDS FOR PUBLIC AND PRIVATE AGENCIES THROUGH SSA, TITLE XX AND OTHER FEDERAL FUNDING SOURCES. BECAUSE MOST FEDERAL PROGRAMS REQUIRE STATE MATCHING FUNDS, STATE DOLLARS HAVE ALSO BEEN UNAVAILABLE TO BUILD NEW, WELL-DESIGNED FACILITIES AND HAVE BEEN AVAILABLE ONLY ONCE TO UPGRADE EXISTING FACILITIES FOR CHILD DEVELOPMENT PROGRAMS. OFTEN, AREAS NEEDING CHILD DEVELOPMENT SERVICES THE MOST ARE LOCATED IN OLDER PARTS OF A CITY OR COMMUNITY WHERE BUILDINGS ARE IN SUCH POOR CONDITION, THAT REHABILITATION WOULD BE NON-PRODUCTIVE AND COSTLY, EVEN IF FUNDS WERE AVAILABLE. FUNDS MUST BE PROVIDED FOR IMPROVEMENT OF EXISTING FACILITY BUILDINGS WHENEVER FEASIBLE AND FOR NEW CONSTRUCTION WHERE NO ALTERNATIVES EXIST.

CONCLUSION

THE CALIFORNIA STATE DEPARTMENT OF EDUCATION, WITH STRONG SUPPORT AND ASSISTANCE FROM NUMEROUS CONSTITUENT GROUPS AND INDIVIDUALS, IS PREPARED TO HELP IN ANY WAY POSSIBLE TO BUILD THE NATIONAL COMMITMENT NECESSARY TO PROMOTE AND EXPAND CHILD DEVELOPMENT SERVICES. THE DEPARTMENT AND ITS CONSTITUENCIES BELIEVE THAT EXTENSIVE PUBLIC DISCUSSION AND EDUCATION ARE ESSENTIAL TO INFORM THE GENERAL PUBLIC OF THE NEED FOR, AND VALUE OF, CHILD DEVELOPMENT SERVICES, AS WELL AS FOR COALESCING PUBLIC SUPPORT AROUND PROPOSED FEDERAL LEGISLATION. THE DEPARTMENT WOULD WELCOME THE OPPORTUNITY TO ASSIST IN SPONSORING ANY ADDITIONAL PUBLIC FORUMS, HEARINGS, OR OTHER VEHICLES OF PUBLIC DISCUSSION, AND WOULD BE ABLE TO DRAW ON NUMBEROUS CHILD DEVELOPMENT SUPPORTERS THROUGHOUT CALIFORNIA TO ASSIST IN THIS PROCES. THE CONTINUING OUTPOURING OF PUBLIC SUPPORT FOR CHILD DEVELOPMENT PROGRAMS IN CALIFORNIA IS CONVINCING EVIDENCE THAT THERE IS A VAST POOL OF INTEREST IN THE DEVELOPMENT OF YOUNG CHILDREN AMONG THE GENERAL PUBLIC. IT IS UP TO THE POLICY MAKERS TO BEGIN TO TAP THESE FEELINGS AND OPINIONS, AND CALIFORNIA DEPARTMENT OF EDUCATION WOULD BE PLEASED TO ASSIST IN THIS EFFORT.

APPENDIX FOLLOWS ....

CHART I

CHILD DEVELOPMENT PROGRAMS FISCAL YEAR 1976-77
(Administered by the State Department of Education)

TYPE	NUMBER OF CHILDREN	AMOUNT OF FUNDING	SOURCE OF FUNDS
General Child Development Programs Federally Funded	59,000	$53,025,000	Federal, State, Local
General Child Development Programs State Funded	19,600	16,933,000	State
Migrant Child Development Programs	5,000	2,830,000	State
Campus Child Development Programs	6,000	1,721,000	State/Local
County Department of Social Services Contracts	9,000	3,524,000	Federal/State
School Age Parenting & Infant Development Programs	250	630,000	State
Alternative Child Care Programs	20,800	9,625,000	State
Pilot Study[1]	3,700	83,000	State
Indochinese Migrant & Refugee[2] Assistance	Not available	1,868,000	Federal
Special Allowances for Rent and Handicapped Children		800,000	
SDE Administration		1,359,000	Federal/State
ADE Administration		688,000	State
	123,350	$93,086,000	
State Preschool Programs Office of Child Development	8,200	$10,660,440	State
Elementary Field Services	11,100	12,292,081	State
	19,300	$22,952,521	

[1] Pilot Study expires in 1978

[2] Indochinese Migrant & Refugee Assistance is not available after 1976-77

Senator CRANSTON. You answered the questions I was going to ask, but I would like to ask you to respond in writing to the same question about licensing and certification of child care workers that I asked the witness from the Kansas State government, and that is: Do you feel that California is doing an adequate job in these areas and if not, why not? I would also like to ask you to give us for the record the certification and licensing provisions in effect in California.

Ms. WALKER. Would you like any answers at this time?

Senator CRANSTON. No, in writing, please.

Ms. Eichengreen, you have discussed the problems already faced by hard pressed child care programs in meeting the increase in the minimum wage. Do you have any thoughts about the effects upon children—in terms of the quality of the care they get—resulting from the generally low salaries that child care workers now receive?

Ms. EICHENGREEN. We can thank God for the quality of care that is received already by people earning such low incomes. You know that we cannot reduce the number of staff in our operations right now because of Federal and State laws, nor would we want to, I would like to point out. I think we are very fortunate that we have the quality we do but we are unable to keep our good staff for a long period of time because of the low wages we pay.

Senator CRANSTON. I would like to pose a question to the three of you from New Jersey, and one of you can answer and then if the others want to add or subtract anything, they can do so.

What do you think the role of the Federal Government should be in establishing and monitoring standards of quality for child care programs that receive Federal financial assistance?

Ms. ANDRADE. I think that the Federal Government needs to set standards, especially those standards which have to do with health and safety for children. I don't think it is possible for the Federal Government to monitor those standards. I don't think it is possible for the State or city governments to monitor, in the true sense of the word "monitor."

This is why we are very much in favor of a community-sponsored child care because we think that it is really the community in which the centers exist that really should have more responsibility for monitoring programs. But we think that there is a great need for public education on the public sector to make sure that communities know what the standards should be and that parents can also do their job of monitoring.

In New Jersey, we are now spending a great deal of money on so-called monitoring, which in fact is not monitoring. It just adds to the paperwork that we as providers have to do.

And I don't consider sending in more reports as real monitoring. You have to be on-site in order to monitor, and the public governmental sector could never provide enough eyes and ears to do that job adequately.

Ms. DE NEELY. I don't like Federal intervention. I don't like people coming in telling us what to do, especially when I title my testimony that the solution is in the community. However, I do think that there is a Federal role, and that is coming up with a definite policy about how we are going to treat children, all children.

I think, from there, States can take their signal. What has happened is there is no national policy so States are just given the money and then they establish their own—although they never write it down. They are careful about doing those things. And in New Jersey, they zeroed in on very poor families. But they didn't realize that they put those poor families in a hole, in a trap they can't get out of.

I think that the Federal Government could come up with ideas on how to come up with quality, cost-effective programs for all children with a variety of ideas so that the States can take their cues from that, and those of us in the community can use that to go to our State legislatures and pressure them into telling our State administration what to do.

Senator CRANSTON. Thank you very much. Do you have anything to add, Ms. Friedman?

Ms. FRIEDMAN. I would prefer handing in a written statement.

Senator CRANSTON. Fine.

Ms. FRIEDMAN. But one thing I do want to say is that the way Dr. Sabol stressed range is very important. That is a very clear way of indicating the need for Federal involvement in standard setting.

Senator CRANSTON. We would welcome a written statement from you expanding on that.

Finally, Mr. Moon, you stressed the need for a consumer model for child care legislation. I take it that implies actively involving parents in decisions about their children's program. Sometimes such involvement is difficult to achieve, rather obviously, with working parents, especially single parents who have so many other demands on their time and on their energy. Have you found ways in your own program to stimulate parental involvement?

Mr. MOON. We find, on a day-to-day basis, that we face exactly the problems that you describe, Senator, that there are indeed many pressures on the families we serve. Many of them are really doing two or three fulltime jobs; they are going to school, they are keeping a family together, and holding down a job.

Senator CRANSTON. Thank you very much.

Finally, I have five brief questions I want to pose to each of you for written anwers, not for verbal answers now. You can get these from us in writing at the end of this hearing, but I will read them so you are aware of what they are. They relate to our desire to learn more about the specific conditions in the different States you come from.

First, do parents in your State have difficulty in finding quality child care that they can afford, and would you please describe as best you can the types of difficulties that they seem to experience in your State?

Second, what is the extent, as far as you are familiar, of waiting lists for admission to child care programs?

Third, do you have any information on the number of preschool children of working mothers and the number of licensed child care slots in your State?

Fourth, do you have any information on what is happening to the children in your State who are not in licensed child care situations?

And fifth, and finally, I would like you to describe, as I have already asked Frances Walker for the record, the certification and licensing provisions in effect in your State and supply us with copies of these provisions.

[The following responses were received for the record:]

(303) 471-1930
Urban League
Child Care Center
506 E. MORENO AVE.
COLO. SPRINGS, COLO. 80903

February 27, 1978

Senator Alan Cranston
Chairman
Subcommittee on Child and Human Development
Room 4230 - Dirksen Office Building
Washington, D.C. 20510

Dear Senator Cranston:

Subsequent to my testimony before your Subcommittee on February 20th, you asked each witness to respond to five written questions. I have given a copy of these questions to Twila Boe, Day Care Specialist with the Colorado Department of Social Services and Ann Hamilton, member of the Colorado Child Care Coalition, the state-wide day care advocacy group that I chair. I expect within two weeks they will each respond. I will respond to those questions with which I am familiar.

1. Q. Do parents in your state have difficulty in finding quality child care that they can afford?

   A. Great difficulty. The state's day care eligibility criteria under Title XX limit the income eligible population to 60% of the state's median income and to single parents only. A study by the Child Care Coalition several years ago indicated over 24,000 children eligible under the state guidelines with the state's capacity at that time only 8,000. Colorado, as you are probably aware, has met its Title XX ceiling each year for the last several.

2. Q. What is the extent, to which you are familiar, of waiting lists for admission to child care programs?

   A. Citing only my own non-profit Center as an example, we stopped taking applications when our waiting list reached 56 children (enrollment capacity 50). The local need is, in our estimate, dire.

Urban League of The Pikes Peak Region, Inc.
An Affiliate of The National Urban League

3. Q. Do you have any information on the number of preschool children of working mothers and the number of licensed child care slots?

   A. Ms. Boe and Ms. Hamilton will respond.

4. Q. Do you have any information on what is happening to the children in your state who are not in licensed child care situations?

   A. We personally have experienced the following:
   ... preschoolers found tending themselves
   ... significant number of "latch-key" children
   ... preschoolers tending themselves as night shift parent sleeps during day (as a recent example we were referred to a 4-year old non-verbal child who had spent his four years in a crib while his mother slept during the day)
   ... children accompanying parents to work (interesting to note while I was in D.C. on the 20th and shopping in Georgetown, I came across two mothers tending children on the job and asked them if they brought their children because the day care centers were closed that day; the response was yes!)
   ... transient care between relatives and neighbors, unlicensed arrangements which fall apart periodically
   ... large number of parents who either do not take jobs when they can't find care or quit jobs when care becomes unavailable

5. Q. Please describe, for the record, the certification and licensing provisions in effect in your state.

   A. Ms. Boe and Ms. Hamilton will respond

One question asked of other witnesses concerned the viability of a voucher system. I perceive the Title XX system as a voucher system and in Colorado this delivery system has worked quite well. It affords parents an opportunity to purchase care at a variety of vending sites and it permits both the private and non-profit sector to care for Title XX children. This results in having day care centers with representative economic and ethnic populations. Given the political climate over the Mondale/Brademas bill and lack of consensus over prime sponsorship, I believe the voucher system is the most viable option.

I have appreciated the opportunity to provide input to your process.

Sincerely yours,

Linda Eichengreen

Linda Eichengreen
Child Care Planning Coordinator

LE:eml

COLORADO DEPARTMENT OF SOCIAL SERVICES DAY CARE UNIT

Response to Questions Raised During the February 20, 1978 Hearing on Day Care Services by the United States Senate Subcommittee on Child and Human Development

1. DO PARENTS IN YOUR STATE HAVE DIFFICULTY IN FINDING QUALITY CHILD CARE THAT THEY CAN AFFORD? PLEASE DESCRIBE, AS BEST YOU CAN, THE TYPES OF DIFFICULTIES EXPERIENCED IN YOUR STATE.

Most urban communties have a sufficient number of licensed spaces for children ages 2½ to 6 years of age. The unmet need is for facilities to serve infants, toddlers, and schoolage children.

Some parents have difficulty paying for care. Their income is too large to be eligible under the state's Title XX program and not large enough to meet child care costs.

2. WHAT IS THE EXTENT, TO WHICH YOU ARE FAMILIAR, OF WAITING LISTS FOR ADMISSION TO CHILD CARE PROGRAMS?

Waiting lists are unreliable in the day care field in that a parent may leave their name but must proceed to locate another facility right away in order to enter or maintain employment or training.

3. DO YOU HAVE ANY INFORMATION ON THE NUMBER OF PRESCHOOL CHILDREN OF WORKING MOTHERS AND THE NUMBER OF LICENSED CHILD CARE SLOTS?

We do not have good information on the number of working mothers in Colorado. We hope that the 1980 census will provide specific information by state and by major localities within a state regarding the number of households with working mothers, ages of their children, number of months employed each year, and, if possible, the child care arrangement used.

However, it is not sufficient to compare the number of children of working mothers with the number of licensed child care slots. Many parents prefer using some one who comes into their home or a relative home. Therefore, estimates that compare only licensed slots with the need for day care will be too high. For example, the Colorado Department of Social Services purchases care for about 10,000 children each month. The parents' care choices for these children tend to be as follows:

Licensed Day Care Centers	30%
Licensed Day Care Homes	22%
Relative and In-Home Providers	48%

As of July, 1976, Colorado had 32,729 licensed spaces in centers and day care homes. Sixty-six additional centers and 370 additional day care homes have been licensed since then.

4. DO YOU HAVE ANY INFORMATION ON WHAT IS HAPPENING TO THE CHILDREN IN YOUR STATE WHO ARE NOT IN LICENSED CHILD CARE SITUATIONS?

We know that many children receive care in their own homes or in relative homes as a matter of parental choice.

We know that some children are latchkey children. Schoolage children tend to be allowed to fend for themselves. There are many reasons for this situation. Some parents do not see the need to purchase before and after school care for their children; some children do not want the placements arranged by their parents; available and appropriate resources are scarce; and some parents lack sufficient income to pay for the care. We have not received many referrals about these situations, except neglect and abuse referrals. These cases usually involve many other problems in addition to the lack of supervision.

5. PLEASE DESCRIBE, FOR THE RECORD, THE CERTIFICATION AND LICENSING PROVISIONS IN YOUR STATE.

Colorado has required regulation of care of children in day care centers and homes since 1943. Any home that regularly cares for one or more unrelated children must be licensed. Minimum Rules and Regulations for these facilities have been in existence for many years and are revised periodically. The last major revision of day care center rules was in 1973 and for homes was February, 1977. The Colorado Child Care Act requires that the state department involve the providers related to a particular type of facility to be regulated. Providers were heavily involved in the above-cited revisions.

A copy of the State Licensing Requirements for Child Care Centers and Day Care Homes is enclosed. These rules are restricted to the areas listed in 26-6-106 of the Child Care Act. A copy of the Act is also enclosed.

TB/hg

CALIFORNIA STATE DEPARTMENT OF EDUCATION
OFFICE OF CHILD DEVELOPMENT

RESPONSES TO CHILD CARE QUESTIONS POSED BY SENATOR ALAN CRANSTON

March 21, 1978

1. Do parents in your State have difficulty in finding quality child care that they can afford, and please describe as best you can the types of difficulties that they seem to experience in your State.

Parents in California have difficulty in finding quality child care that they can afford. It is estimated that there are 221,300 children currently receiving subsidized child care services in the state. In addition, there are an estimated 168,400 children being served in licensed child care programs that are non-subsidized except for some children in the programs who are subsidized through Income Disregard.

The inability of parents to find quality child care that they can afford is compounded by the unavailability of quality child care regardless of cost, for those who need it. The estimation is that 150,000 children who need the services are not getting them.

Parents from all economic levels experience a myriad of difficulties in their quest for quality child care. Some of the difficulties are delineated below:

- inadequate number of resource-referral agencies available from which specific information regarding child care services can be obtained.
- inadequate number of quality child care services available.
- lack of transportation needed to attend quality child care programs available.

- infant and extended day care programs to accommodate school-age children limited.
- child care at night and on weekends almost non-existent.
- part-time, irregular, and emergency child care needs not generally accommodated in existing quality programs.
- hours of and times for child care service need do not correspond to hours and times services are available.
- assessing quality of child care services available.
- making meaningful comparisons between available child care services.

2. What is the extent to which you are familiar with waiting lists for admission to child care programs.

All child development programs are required to maintain waiting lists of families needing child care. Families are placed on a waiting list according to the priority of their child care need, as defined in the admissions and enrollment regulations applicable to each specific program type. Local agencies are free to develop the actual waiting list forms and procedures, as long as the priorities for service are honored.

The results of the 1976-77 year-end survey of child development programs showed a total of 40,147 children on waiting lists in March, 1977. This figure does not include the Alternative Child Care Program, which would increase the total to anywhere from 42,000 to 45,000.

3. Do you have any information on the number of preschool children of working mothers and the number of licensed child care slots in your State?

The number of preschool children of working mothers is an elusive figure. Information on working mothers and children is available from many different agencies and studies; however, the Women's Bureau of the Department of Labor has data available pertaining to this particular question on a nationwide basis.

We have developed a figure which we believe reasonably represents the number of preschool children with working mothers in California. California has 1.5 million[1] children of preschool age. Assuming California's relationship of working mothers to preschool children is reasonably close to the national average of 37 percent[2], an acceptable estimate of the approximate number of preschool children of working mothers would be 555,000.

The number of licensed child care slots in California is approximately 342,000. These figures manifest the need for child care in California. If all available child care slots in California were occupied by preschool children with working mothers, 213,000 preschool children of working mothers would still have no child care slots available and all other children would have no child care slots available to them.

[1] U.S. Bureau of the Census, Statistical Abstract of the United States; 1976 97th Edition (Washington D.C., 1976) P.28.

[2] Working Mothers and Their Children, (U.S. Department of Labor, Women's Bureau, 1977) P.10.

4. Describe the certification and licensing provisions in effect in your State and supply us with copies of it.

The certification and licensing provisions in effect in California mandate special consideration be given to the nature, history, and purposes of day care facilities for children. The provisions further mandate that facilities must be in compliance with all applicable rules and regulations before a license is issued.

Currently in California there are three sets of licensing standards. Child care programs receiving federal funds must comply with Federal Interagency Day Care Requirements (F.I.D.C.R.).

Programs receiving State General Funds subsidy without any federal funds are governed by state regulations (Title V).

Private programs that receive no federal or state funds, with the exception of the Alternative Child Care Program, initiated under State Statute AB 3059/76 must comply with Title 22 of the California Administrative Code. The basic difference in these three sets of regulations lies in the adult/child ratio requirements.

Copies of the portion of Title V and Title 22 against which child care facilities are reviewed is enclosed.

5. Do you have any information on what is happening to the children in your State who are not in licensed child care situations?

Since the Department of Education is not responsible for non-licensed child care but only for children subsidized with Title XX and State child care funds in licensed (Department of Health) or approved (Department of Education) facilities, the Department does not collect any data on non-licensed facilities and service recipients. However, the State Department of Benefit Payments compiles a quarterly statistical report of AFDC recipients, which includes a section on child care provided under the Income Disregard System. Under this system, parents are given the opportunity to choose the type of care they wish to use, including non-licensed providers. Enclosed is a table which provides figures for child care arrangements other than school under the Income Disregard (welfare) System.

Most of the information this office has on what is specifically happening to children who are not in licensed child care situations is based upon the staff's knowledge, experience, and news articles. The following incidents are typical:

1. A very young single mother recently brought her infant home from the hospital. She found she was out of the medication prescribed by the doctor and must return to the hospital. Having no family or friends to call upon for child care, she left the infant alone with her German shepherd dog. When she returned, she found the infant had been eaten by the dog.

2. A migrant preschool-age child whose parents were working in the fields was seriously injured because a tractor ran over her while she was playing unattended.

3. A school-age child suffered third degree burns because she was frying some bacon in order to fix herself an after-school snack while her mother was working.

4. A 12 year old boy was arrested for house breaking and malicious mischief during after-school hours.

Incidents of this type are not uncommon in California or the rest of the country. Their frequency attests to the cricital unmet need for child care services in licensed facilities.

FLW:csv

TABLE 31[1]

AFDC-FG
Child Care Arrangements Other Than School
Statewide

Child Care Arrangement	CHILDREN		
	Number	Percent	Average Cost to FBU
TOTAL	1,230,624	100.0	
Not applicable - child care provided by parent or other relative caretaker	936,505	76.1	
Child Care Arrangement:	294,119	23.9 100.0	--
Mother cares for child while working.	2,353	0.8	--
Child cares for self	84,707	28.8	--
Child care provided in own home by:	76,470	26.0	
Relative (including older siblings, etc.).	(45,588)	(15.5)	$16.50
Nonrelative (babysitter, homemaker, etc.)	(30,882)	(10.5)	122.33
Child care provided in another home by:	115,883	39.4	--
Relative	(24,706)	(8.4)	63.88
Nonrelative.	(91,177)	(31.0)	87.96
Child in group care (D.N., child care center, etc.) . .	12,353	4.2	66.75
Other.	2,353	0.8	105.00

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[1] Taken from the Aid to Families With Dependent Children Quarterly Survey, July 1976.

FORM 400A
CD-7633

CONTINUATION SHEET
FOR FILING ADMINISTRATIVE REGULATIONS
WITH THE SECRETARY OF STATE
(Pursuant to Government Code Section 11380.1)

(Re: Staff/Child Ratios in State Funded Child Development Programs)

ORDER ADOPTING, AMENDING, OR REPEALING REGULATIONS OF SUPERINTENDENT OF PUBLIC INSTRUCTION

After proceedings had in accordance with the provisions of the Administrative Procedure Act (Gov. Code, Title 2, Div. 3, Part 1, Chapter 4.5) and pursuant to the authority vested by Section 16732 of the Education Code, and to implement, interpret, or make specific Section 16732 of the Education Code, the Superintendent of Public Instruction hereby adopts his regulations in Title 5, California Administrative Code, as follows:

(1) Adopts a new Chapter 4 (Sections 18201-18207) in Division 19 of Part I to read:

CHAPTER 4. STATE FUNDED CHILD DEVELOPMENT PROGRAMS

Article 1. Scope and Definitions

18201. Scope of Chapter. (a) The provisions of this chapter apply to all child development programs which are subsidized by state funds except School-Age Parenting and Infant Development Programs, State Preschool Programs or programs defined in Education Code Section 16690. They do not apply to any program which is administered by the Superintendent of Public Instruction in whole or in part subsidized by Federal Social Security Title XX funds. Each responsible local agency shall comply with the regulations herein.

18202. Definitions. (a) A teacher in a child development program is any person holding a permit issued by the Commission for Teacher Preparation and Licensing. Any person holding a teacher credential issued either by the State Board of Education or the Commission is deemed to hold a regular child development permit to supervise and instruct in child development programs.

(b) An adult is any person eighteen years of age or over who is employed or serves as a volunteer in a child development program to work directly with children either as teacher as defined in Section 18202(a) or under the supervision of a teacher. High school students under the age of eighteen years working in child development programs for career development purposes may be considered adults.

(c) A family child caregiver is any adult eighteen years of age or older who provides care for children in his or her own family home.

(d) For the purpose of determining staff/child ratios, an infant is a child who has not yet reached the age of two years and nine months. However, for the purpose of reimbursement, an infant shall be defined as a child who has not yet reached his or her second birthday.

(e) A preschool child is a child who has passed the age of two years and nine months but has not yet passed the age of four years and nine months, or any child who has passed the age of four years and nine months but has not passed the age of six years and has not yet entered kindergarten.

(f) A kindergarten child is one who is enrolled in a regular kindergarten class of a public or private school. Generally, this child is between four years and nine months and six years of age.

(g) A school-age child is one who is enrolled in grades one through ten in either a public or private school, or, in the case of a child who is not enrolled, one who has passed his or her sixth birthday but has not yet passed his or her fifteenth birthday. No child who has passed his or her fifteenth birthday is eligible for enrollment in a Child Development program.

(h) A group child development program is one which is conducted in a public or private facility other than a private family home, which provides child development services to a group of twelve or more children, as defined in Education Code Section 16710.

(i) A family child care home is a child development program which provides child development services as defined in Education Code Section 16710 in a private family home to no more than five children who have not yet passed their seventh birthday, or to no more than six children, ages three through fourteen. The caregiver's own children over the age of six years shall not be counted. There shall be no more than two children under the age of two years in the home at any one time.

(j) A group family child care home is a child development program which provides child development services as defined in Education Code Section 16710 in a private family home to no more than twelve children ages three through fourteen. No child under three years of age shall be enrolled in this type of care. Special approval from the Superintendent of Public Instruction must be granted prior to operating this type of program.

(k) A time block is a period one hour or longer in length in which the number of children present in the room/area either (1) increases constantly, (2) decreases constantly, or (3) remains relatively stable.

(l) Average attendance is the average number of children in attendance for each time block throughout the day.

18203. Teacher/Child Ratios in Group Child Development Programs. Group child development programs which receive state subsidy but no Federal Social Security Title XX funds shall comply with the following teacher/child ratio for each age/grade group:

(a) Infants: There shall be no more than sixteen infants under the supervision of one teacher.

(b) Preschool Children: There shall be no more than twenty-one nor fewer than eighteen preschool children under the supervision of one teacher.

(c) Kindergarten Children: There shall be no more than twenty-four kindergarten children under the supervision of one teacher.

(d) School-Age Children: There shall be no more than thirty school-age children under the supervision of one teacher.

18204. Adult/Child Ratios in Group Child Development Programs. Group child development programs which receive state subsidy but no Federal Social Security Title XX funds shall comply with an overall adult/child ratio for each age/grade level group as outlined below:

(a) Infants: There shall be one adult for every four infants.

(b) Preschool Children: There shall be no more than seven nor fewer than six preschool children for each adult.

(c) Kindergarten Children: There shall be one adult for every eight kindergarten children.

(d) School-Age Children: There shall be no more than fifteen nor fewer than twelve children in grades one through four of a public or private school for each adult.

(e) School-Age Children: There shall be no more than twenty nor fewer than fifteen children enrolled in grades five through ten of a public or private school for each adult.

18205. Adult/Child Ratios in Family Child Care Homes.

(a) There shall be one child caregiver in family child care homes which provide care for five or fewer children who have not yet passed their seventh birthday. This number includes the caregiver's own children who are under the age of six years; the caregiver's own children over the age of six years shall not be counted. There shall be no more than two children under the age of two years in the home at any one time.

(b) There shall be one child caregiver in family child care homes which provide care for six or fewer children ages three through fourteen. This number includes the caregiver's own children who are under the age of six years; the caregiver's own children over the age of six years shall not be counted.

18206. Adult/Child Ratios in Group Family Child Care Homes. There shall be one child caregiver plus one other adult in group family child care homes which provide care for up to twelve children ages three through fourteen so that the adult/child ratio is no less than one adult to six children. No child under the age of three years shall be enrolled in this type of care.

18207. Parents and Volunteers. Parents and volunteers working with the children in a child development program may be counted in meeting the required adult/child ratio. They shall work under the supervision of the teaching personnel in group programs or the family child caregiver in family child care homes or group family child care homes.

18208. Ratios Based on Average Attendance. In group child development programs, the teacher/child and adult/child ratios shall be based on the average attendance for each time block throughout the day.

This order shall take effect on the thirtieth day after its filing with the Secretary of State as provided in Section 11422 of the Governmen' Code.

DISCLAIMER

The Superintendent of Public Instruction has determined that these regulations are exempt from the provisions of Revenue and Taxation Code Section 2231 because they are directed solely toward school districts and nongovernmental agencies.

CD-7634

TITLE 5 REGULATIONS: STAFF/CHILD RATIOS

SUMMARY OF RATIOS FOR FAMILY CHILD CARE HOMES

No more than five children who have not yet passed their seventh birthday. This number includes the caregiver's own children who are under the age of 6 years; the caregiver's own children over the age of 6 years shall not be counted. There shall be no more than two children under the age of 2 years in the home at any one time.	One Family Child Caregiver

No more than six children, ages 3 - 14 years. This number includes the caregiver's own children who are under the age of 6 years; the caregiver's own children over the age of 6 years shall not be counted.	One Family Child Caregiver

SUMMARY OF RATIOS FOR GROUP FAMILY CHILD CARE HOMES

No more than twelve children, ages 3 - 14 years. No child under the age of 3 years can be enrolled in this type of care.	One Family Child Caregiver plus one Assisting Adult so that the ratio is no less than one adult to six children.

(See other side for Group Child Development Program Ratios.)

CD-7634

TITLE 5 REGULATIONS

SUMMARY OF STAFF/CHILD RATIOS FOR GROUP CHILD DEVELOPMENT PROGRAMS

Age/Grade Group	Adult/Child	Teacher/Child
Infants *(Under 2 years 9 months)*	1:4	1:16
Preschool *(2 years 9 months to 4 years 9 months)*	1:7 minimum 1:6 maximum	1:21 minimum 1:18 maximum
Kindergarten Children	1:8	1:24
School-Age Children *(Grades 1 - 4)*	1:15 minimum 1:12 Maximum	1:30
School-Age Children *(Grades 5 - 10)*	1:20 minimum 1:15 maximum	1:30

(See other side for Family Child Care Home and Group Child Care Home Ratios.)

CHILD CARE SERVICE PLAN for 1978—79

Prepared by the Office of Child Development

Submitted to the California State Department of Health for the fourth Comprehensive Annual Services Program Plan required by Title XX

California State Department of Education
Wilson Riles, Superintendent of Public Instruction • 1977

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INTRODUCTION TO THE PLAN

Background

In 1947, the United States Congress amended the Social Security Act to include the provision of certain social services to persons receiving financial assistance. Subsequent amendments to the Act were made until, in 1962, the Federal Social Security Act (Title IV-A/62) provided the major funding for social services including child care. Child care services were, as were most social service programs, administered by local county welfare departments. In 1975, Title XX was added to the Social Security Act and became the major legislative funding source for social services, including child care.

California's history of providing child care services dates back to the passage of the Lanham Act of 1943. The Lanham Act established children's centers for children whose mothers were employed in war time industries. The State Department of Education administered the children's center services and the programs were operated mainly by local school districts.

In 1972, California took a major step toward providing comprehensive child care services when the Legislature passed the Child Development Act (AB 99/72). This legislation placed the administrative responsibility for all publicly subsidized child development programs within the State Department of Education.

Over the years, child care services under the Department of Education's administrative structure, have grown to include a variety of programs, supported by a combination of federal, state, and local funds. Child care programs basically serve two purposes: (1) they provide a supervised, safe, healthy environment conducive to the development and growth of children and (2) they provide the opportunity for the parents of children to attain or maintain self-sufficiency through employment or the preparation for employment.

The Office of Child Development's (OCD) administrative practice is to provide consistency to the extent possible, in all its' child development program types. In keeping with this practice, OCD's approach has been the development of a plan for statewide child care service needs; an assessment based on services provided by a single funding source would be incomplete and misleading. This plan, then, will include all child care services, unless specifically excluded, that are administered by the Office of Child Development, State Department of Education.

Program Description

The following child care service programs are currently administered by the State Department of Education: General Child Development, Migrant Child Care, Campus Child Care, School-Age Parenting and Infant Development, Alternative Child Care, and Standard Agreement contracts.

General Child Care Programs

Children's Centers, County Contract Centers, and Innovative Programs (AB 99/72) are all very similarly structured. These child care programs operate under the same rules, regulations, and guidelines and are referred to as General Child Care Programs.

General Child Care programs are usually open ten to eleven hours each day, five days per week, throughout the year. While some programs provide care for infants (ages zero to two years), most serve both preschool-age (two to five years) and school-age (six to fourteen years) children. These programs are operated at the local level by school districts, county offices of education, cities, colleges, and other public and private agencies. They provide basic supervision, development services, health services, nutrition, and related social services.

Migrant Child Care

Migrant Child Care programs are designed to meet the needs of an ever-changing group of children for various short-term periods. Migrant families frequently move from county to county during California's various growing seasons. The basis used for determining overall child development needs must include the special needs of the migrant child, some of which are the preservation of cultural values, language development, and provision for medical and dental services.

Campus Child Care

The Campus Child Care Programs are primarily intended to care for the children of students on two-year and four-year college or university campuses. In addition, they frequently serve as training sites for students enrolled in child development programs at the college. They are much like other publicly supported group care facilities.

School-Age Parenting and Infant Development Program

School-Age Parenting and Infant Development Programs provide child development services to the children of school-age parents and offer school-age parents courses in parent education while they complete their high school education.

Alternative Child Care

Alternative Child Care Programs (AB 3059/76) were designed to test potential cost-reducing features and various child care delivery methods without sacrificing program quality.

Standard Agreement Contracts

County Welfare Departments may enter into an agreement with the State Department of Education for the provision of child care services. All child care services funded under the Standard Agreement are subject to compliance with applicable state and federal regulations.

Counties vary in the way child care funds are utilized. Often the funds are used to purchase child care service for families in need of short-term and emergency care. Parents may either be given the funds to purchase child care services themselves, or the county may pay the child care provider directly.

PUBLIC PARTICIPATION

Child Care Programs have enjoyed active public support and increasing interest over the years. This is due, in part, to the fact that child care services are directly supportive of the family structure. In addition, child care programs have traditionally involved parents and other volunteers in program implementation. Most working families with young children have some need for child care at one time or another. Probably a greater percentage of the total population has had some involvement in child care than any other social service. This has resulted in the development of a large, knowledgeable child care constituency. It is a recognized fact that child care advocates, parents, and child-interest groups are directly responsible for increased government financial support for child care services.

The challenge for administrators of child care services is not how to stimulate public interest, but rather how to achieve and maintain adequate funding and to effectively coordinate resources and services in the best interests of children, families, and the general public. To this end, the Office of Child Development has provided a number of ways to involve the public in child care services planning.

1. Child Development Roundtable

   In March of 1977, the Child Development Roundtable was established. The purpose of the Roundtable is to bring together, on a regular basis, a representative group of child care providers and supporters to (1) identify resources that would facilitate program coordination, (2) identify and discuss current child care concerns and issues and (3) strengthen communication between the Office of Child Development and the child care public. Meetings are held every other month in Sacramento at the Office of Child Development. Interested individuals and representatives of public and private child care organizations may attend the meetings, however, the membership is limited to 36 persons.

A list[1] of current Roundtable members is included in the Appendix. Also included is a survey[2] taken of the Roundtable members to identify future discussion topics of special interest. The Roundtable forums have assisted OCD in assessing current child care issues. The nucleus of a task force to work on developing models for a new reimbursement system was formed from the Roundtable group. The purpose and functions of the Child Care Reimbursement Committee are described below.

2. Child Care Reimbursement Working Committee[3]

The Office of Child Development is currently concluding the development of a new reimbursement system for child care programs in accordance with the provisions of AB 1288/77. The sole intent of a new reimbursement system was to ameliorate major constraints and problems associated with the timely and orderly delivery of services to children by the local providers. It was, therefore, basic to the success of a new system that providers be meaningfully involved in the development of the system. To ensure this, the Office of Child Development requested an amendment to the enabling language of AB 1288, which stipulated "...when establishing such standards and maximum reimbursement rates, the Superintendent of Public Instruction shall confer with applicant agencies." Thus, a "working committee" of child care providers was formed to work with the OCD staff in devising a new reimbursement system. OCD held two sets of forums at various locations throughout the state to present ideas developed between August and November 1977 and to offer an opportunity for all providers to express their ideas and desires regarding the direction the continuing developmental process should take.

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[1] Refer to Appendix (A-2) for copy of list.
[2] Refer to Appendix (A-4) for copy of topic survey.
[3] Refer to Appendix (A-6) for working committee list.

3. Office of Child Development Newsletter

In August, 1977, the Office of Child Development was granted approval to prepare and publish a newsletter for dissemination among its child development agencies. Three issues have been published to date.

The purpose of the newsletter, entitled "Child Developments",* is to provide an efficient, economical means of sharing news and information with providers and to create an effective communication network among the agencies themselves. The newsletter regularly includes items which will give child development agencies an awareness of child care events, programs, and practices outside their immediate communities.

Regular features include:

1. A calendar of events (hearings, workshops);
2. An update of current child development legislation;
3. Summary of the latest Roundtable discussions;
4. Profiles of OCD employees;
5. Spotlighting a selected child care program.

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*Refer to Appendix (A-7) for sample of newsletter.

4. Governor's Advisory Committee on Child Development Programs

The Governor's Advisory Committee on Preschool Programs[3] was established as a part of the legislation in AB 1331/65 and was continued in AB 23/66. The Committee structure was originally detailed in Section 1645.2 of the Education Code.

In 1972, as a result of AB 99/72, the Committee's composition was broadened and the name was changed to the Governor's Advisory Committee on Child Development Programs. As currently outlined in Section 16735 of the Education Code, the Committee is charged with:

1. Advising the Governor and the Legislature on general policies impacting on young children and their families;
2. Assisting the Department of Education in developing a state plan for child development programs;
3. Evaluating the effectiveness of child development programs;
4. Reporting at each general session of the Legislature.

Assembly Bill 3059/76 reorganized the Committee composition and added two ex-officio members. In addition to the responsibilities established by AB 99/72, the following functions were added or expanded upon in Section 16697:

1. Review the development of all child care programs and gather input as the appropriateness and effectiveness of program implementation;
2. Serve in an advisory capacity to the Superintendent of Public Instruction and the Governor for program policy decisions;
3. Review the needs data gathered and suggest priority areas for future service expansion;

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[3] Refer to Appendix (A-8) for GAC members list.

4. Assist the Department of Education in developing and reviewing alternative child care delivery systems (established pursuant to AB 3059/76), and
5. Make recommendations to the Governor, the Department of Education, and other agencies with regard to program development and expansion.

5. Parent Participation

Federal Interagency Day Care Requirements mandate specific opportunities for parent involvement in child development programs. These opportunities include providing parents with an open invitation to observe their children's participation in the program. Working parents find time throughout the year to occasionally visit the centers.

In addition, parents must perform productive functions relative to the program through the Parent Advisory Committee. Parent Advisory Committees are composed of at least 50 percent parents or parent representatives. The activities which these committees perform will vary from program to program. Parent input is to be given valued consideration at the decision-making level and include such areas as application development and approval. Generally they review program activities and make recommendations regarding staff selection and hiring procedures. For example, parents may be represented on a committee which screens staff to be hired, or parents may participate in the formulation of the agency's budget by reviewing staff recommendations to the board of directors.

In most programs, the Parent Advisory Committee is an integral part of the process of preparing the annual application for funds and may approve the application before it is submitted to the funding source.

The liaison with parents in the program is another important activity of the Parent Advisory Committee. In these instances, they maintain direct contact with parents and participate in planning activities specifically for parents' enjoyment. Parents' complaints or grievances are often channelled through this group where parents feel they have strong support and understanding for their point of view. The remaining membership of the Parent Advisory Committee is composed of persons who have knowledge, skills, and interest in child and family programs.

Representatives such as teachers, public health nurses, doctors, probation and police officers, and social workers provide significant input from the various public and private agencies and professional interests in the community. Persons in this category are often able to point out specific needs of the population which they serve and work with the committee, agency board, and staff to help meet these needs.

The program administrator keeps the Parent Advisory Committee informed of guidelines under which the program operates and the current legislation affecting child care. The committee, as a whole, serves as an advocate for their individual child care programs as well as for the needs of child care throughout the state.

The combined perspective of this group provides power for support of child care programs and allows considerable public participation in the child development programs.

PUBLIC PARTICIPATION

Form A

TECHNIQUES \ PARTICIPANT	Advisory Committee	Agency Volunteer Groups	County Government	Other Government Entities	Private Agencies	Private Organizations	Service Recipients	General Public	Advocacy Groups	LOCAL PROVIDERS
Task Forces	AC	AC			AC	AC			AC	
Seminars	AC	AC	AC		AC	AC			AC	
Workshops	ABC	ABC	ABC	ABC	ABC	ABC	ABC		ABC	ABC
Public Meetings										
Questionnaires					AC				AC	AC
Surveys										
Presentations to Group	B	B	B	B	B	B	B	B	B	BC
Public Announcements (newspaper, radio, TV, talkshows)	B		B		B	B	B		B	B

Using the key, please indicate which techniques for public participation you used in each phase of the planning process. For example if you conducted advisory committee meetings which analyzed Needs Assessment data, please put an "A" in the intersection of Task Force and Advisory Committee.

KEY:
- A. Needs Assessment
- B. Resource Identification and Program Coordination
- C. Priority Setting
- D. Resource Allocation

NEEDS ASSESSMENT

A Perspective for Child Care Needs

The total unmet need for child care in California has been estimated to be many times larger than current child development programs can effectively serve. Accurate assessment of this total need is limited by a variety of factors such as ineffective reporting systems, high mobility of the population, and the lack of public awareness of child care options.

The magnitude of the total unmet need is reflected in a report prepared by the California Legislative Analyst's Office which estimates that 645,850 children in California are in need of child care.[6] An estimate by the California Commission on the Status of Women tends to support such a figure; a range of 124,000 to 600,000 children is said to represent the total unfilled need.[7]

Changing social patterns such as the rise in numbers of working mothers, the trend toward single-parent heads-of-household, and the increase in child neglect and abuse cases, have probably inflated these estimates since the time they were made and will continue to do so in the future. Therefore, estimates presented in this plan represent "identified" service needs for fiscal year 1978/79 which only begin to approach the total unmet need for child care in California.

The Office of Child Development, in meeting Title XX planning requirements for assessing child care needs, utilized three basic methods for obtaining a perspective on identifiable unmet need for child care.

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[6] California Legislative Analyst Office, Publicly Subsidized Child Care Services in California, (Sacramento, California August 1974) p.p. 31-34.

[7] California Commission on the Status of Women, Child Care Issues for California, (Sacramento, California, March, 1975) p. 31.

One method, prepared by the State Department of Health Social Service Planning Staff, was the Computer Assisted Projections Program (CAPP). This method used the stepwise multiple regression technique which based projections for fiscal year 1978/79 on existing service levels, and selected demographic variables. The use of existing service levels as a data base does restrict the accuracy of determining actual unmet need. As stated in the Social Service Planning Workshop Manual:

> "We recognize that there are problems with the present CAPP, such as the use of past service utilization information rather than non-historical assessment of present needs."[8]

The manual goes on to recommend the use of other needs assessment techniques which would assist in the development of the Comprehensive Annual Services Plan.[9]

A needs assessment survey was developed by the Office of Child Development to obtain additional perspective on child care needs and priorities. This survey, the OCD Expansion and New Program Perceptual Needs Survey,[10] was sent to existing programs and to those groups which had filed a letter of intent to provide service. The survey sample was comprised of individuals or groups with pre-existing knowledge of child development programs and therefore has some limitations in respect to determining the perceived needs of the general population. However, the survey results may serve as a useful point of departure for the planning of child development programs.

The third method used to assess child care needs involved reviewing currently funded child care information and referral systems (I&R) by county. Each county child care information and referral agency was reviewed to determine the number of I&Rs and the areas served. Prior investigations had concluded that a minimum of one child care information and referral center was needed for each county with the exception of Los Angeles County.

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[8] Social Services Planning Workshop Manual, 1977/78, Section 2, Page 2.
[9] Ibid
[10] Refer to Appendix (A-9 to A-12) for sample of survey instruments.

Needs Assessment Procedures and Results

The Computer Assisted Projections Program (CAPP)

The Office of Child Development determined the existing level of child care service which was used in the CAPP to project the anticipated service level for fiscal year 1978/79. This data was obtained from a sample of the June, 1977 CD-7500 Reports of Attendance, Income, and Expenditures - Section II - Children Actively Enrolled. The sample represented 61 percent of the total number of reports submitted by agencies funded by OCD. A projection factor was then applied to the sample. The projection was done on a county-by-county basis to correct for possible county discrepancies in submitting reports and differences in funding levels for each county. In order to achieve an unduplicated count of children served, agencies that appeared to be reporting a duplicated count were omitted from the analysis.

The number of children on waiting lists[11] is also a pertinent factor in determining child care utilization levels. It is important to note that child care is quite different in one major respect from the other social services supported with Title XX funds in that the utilization level is restricted by the availability of subsidized child care "slots".

Facilities are licensed or approved for a specified maximum number of children and cannot exceed that number. This physical capacity restriction limits the number of children that can be served at any one time.

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[11] Refer to Appendix (A-13) for sample of waiting list form.

Another obstacle to the continuous availability of child care is the low turnover rate in child care facilities (which averaged only 6.4 percent a month statewide in fiscal year 1976/77).[12] Unlike other social services, such as Family Planning and Child Protective Services, which are provided on an "as needed" basis with a high client turnover, child care is a long-term service that is provided as long as the parents remain eligible. It is not unusual for a parent to continue to need, remain eligible, and use subsidized child care services for several years. Consequently, if no vacancies exist, parents that have contacted a child care program are placed on waiting lists.

For child care, therefore, not only should the recipients of care be taken into consideration in the formula for projecting utilization, but also the children on waiting lists. The parents of these children, like the parents of the children receiving care, were aware of the services, contacted the program, and were determined to be eligible. They would have been users of the services if "slots" existed. Many agencies no longer keep waiting lists because of funding and space limitations. If all agencies did keep these lists, the number would undoubtedly be much higher.

Table 1, page 16, presents the results of the CAPP Needs Assessment Approach. The current level of service for all programs was determined to be 85,707 children. The addition of the children on waiting lists, see Table 2, page 17, plus a projected seven percent service increase results in a total anticipated service level of 136,269 children. Subtracting the existing service level from this total provides a conservative estimate of an identified unmet need level of 50,562 children.

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[12] See 1976/77 OCD Annual Report in Appendix (A-19).

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State Department of Education
Office of Child Development
12/1977

TABLE 1

Number of Children Projected by the CAPP* as Being Reached by Child Care Services in FY 1978/79

Children served by OCD - FY 1976/77	85,707
Children on Waiting Lists	41,647
	127,354
CAPP Projected 7 Percent Increase	8,915
Total Anticipated Service Level FY 1978/79.	136,269
Children currently served by OCD - FY 1976/77 . . .	-85,707
Identified Unmet Need for FY 1978/79.	50,562

*Computer Assisted Projections Program

State Department of Education
Office of Child Development
12/77

TABLE 2

Number of Children on Waiting Lists by Title XX Priority Categories for Child Development Services and Program Type*

Title XX Priority Category for Services	All Programs
Protective Services	196
Education or Training	6,009
Employed	6,198
County Welfare Referrals	1,302
Single Parent Income Eligible Family with Gross Monthly Income less than 53% of State's Median Income	8,241
Intact Income Eligible Family with Gross Monthly Income less than 53% of State's Median Income	5,035
Single Parent Income Eligible Family with Gross Monthly Income between 53% and 84% of the State's Median Income	5,092
Intact Income Eligible Family with Gross Monthly Income between 53% and 84% of the State's Median Income	3,302
Single Parent Income Eligible Family with Gross Monthly Income between 85% and 115% of the State's Median Income	799
Intact Income Eligible Family with Gross Median Income between 85% and 115% of the State's Median Income	1,219
Other Families, Including Full Cost	2,754
Alternative Child Care Undistributed (AB 3059)	1,500
Total	41,647

*Information derived from OCD 1976/77 Year-End Report data.

OCD Expansion/New Program Perceptual Needs Survey

The Office of Child Development mailed the survey instruments (CD-8403 and CD-8403a) on September 15, 1977 to 567 current child care providers and 237 organizations which had filed a letter of intent. Of the current providers, 165 (29%) returned the survey and 99 (41.7%) of those intending to commence new programs responded.[11]

A comprehensive picture of the number of children, which those responding estimated would be served by their programs, is summarized in Table 3, page 19. Two variables on the survey are particularly important and will be examined in closer detail. These variables are age group and geographic area to be served.

The perceived need with respect to age groups served is presented in Table 4, page 20, by OCD program type. The data in this table for the Migrant Child Care Program suggests that a need for increased infant care is felt by the respondents. As there are only two migrant infant care programs in the State of California, this need should be examined in regard to planning future priorities.

Infant care and development, in general, has traditionally been a program area for which the least amount of resources has been provided. Many child care authorities maintain that this program has the greatest potential for the reduction or elimination of welfare dependence. Further, infant child care is rapidly being recognized as an effective means of early intervention for the prevention of infant neglect and abuse. For these reasons, a comparison of the current service level with the survey results for this age group for all programs is presented in Table 5, page 21. Of particular

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[11] Refer to Appendix (A-14) for table of survey data.

State Department of Education
Office of Child Development
12/77

TABLE 3
NUMBER OF CHILDREN IDENTIFIED AS NEEDING SERVICES AS INDICATED BY OCD EXPANSION AND NEW PROGRAM PERCEPTUAL NEEDS SURVEY

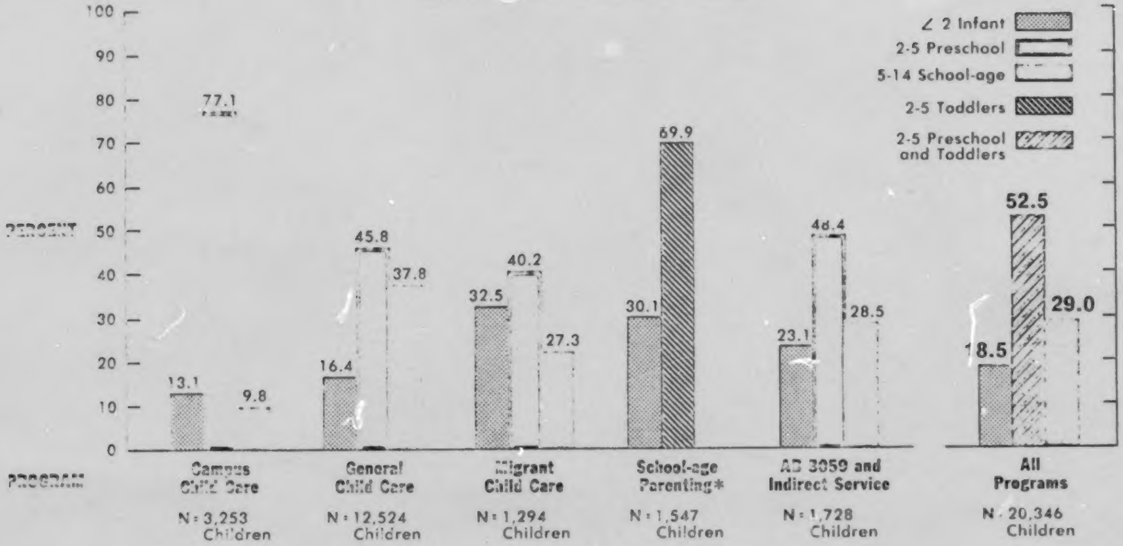
Program	Expansion*	New**	Total	Percentage of Total
Campus Child Care	1,707	1,546	3,253	16
General Child Care	8,507	4,017	12,524	61.5
Migrant Child Care	976	318	1,294	6.4
School-Age Parenting	767	780	1,547	7.6
AB 3059 and Indirect Service	1,339	389	1,728	8.5
	13,296	7,050	20,346	100.

*Currently funded child care agencies desiring to increase level of service.
**Individuals and/or groups which have a letter of intent on file to provide child care services.

State Department of Education
Office of Child Development
12/77

TABLE 4

PERCENT OF AGE GROUPS TO BE SERVED AS INDICATED BY OCD EXPANSION AND NEW PROGRAM PERCEPTUAL NEEDS SURVEY

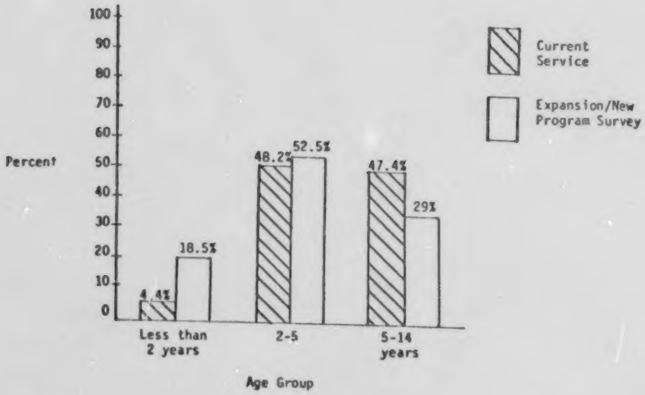


*Standard child development age catagory (5-14) does not apply to this program

State Department of Education
Office of Child Development
12/77

Table 5

Comparison of Current Service and Expansion/New Program Needs Survey by Age Group*



*Current OCD service based on enrollment of approximately 53,070 children in Group Care Centers and Family Child Care Homes in March, 1977. Expansion/New Program Needs Survey based on approximately 20,346 children eligible for service-December, 1977.

interest is the difference between the current OCD service level (4.4%) and the survey response (18.5%) for infant care. This difference may represent a deficiency in infant care service which should be corrected.

Service identified by geographic area served is presented in Table 6, page 23. The survey respondents apparently considered rural area service needs to be of equal importance to that offered in suburban and urban areas. The contrast between the current service level of 16.4 percent for OCD programs and the 32.5 percent reflected by the survey data, may reveal a trend toward an increasing rural child care service need which is not being met at this time.

Information and Referral Programs

The Office of Child Development considers the functions of information and referral (I&R) agencies a valuable component of child development programs in California. Though these agencies are limited in number, they are present in several major population areas of the state. These agencies are capable of providing the Office of Child Development with data on: the numbers of parental inquiries; numbers of placements; types of facilities and programs parents desire; number and locations of vacancies; needs for programs to serve children with special handicaps; and the areas which are lacking or limited in respect to child care services.

The assessment of the I&R programs, which took place as a part of this plan, was designed to obtain an indication of average I&R operational costs on which to base 1978-79 projections. An average funding level (operational cost) was computed, using currently funded I&R programs for designated urban and rural counties. The existing I&R programs were divided by county into

State Department of Education
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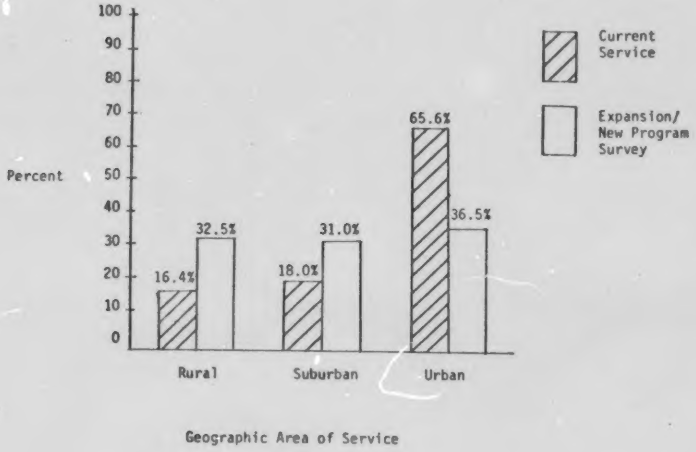
Table 6

Comparison of Current Service and Expansion/New Program Needs Survey by Geographic Area*



*Current OCD service based on 567 agencies-December, 1977. Expansion/New Program Needs Survey results based on 264 surveys returned.

urban and rural categories, and an average was computed for each category. Shown in Table 7, page 25, is the breakdown of agencies, funding amounts, and averages.

The existing programs and 1978/79 funding levels were then added to the projected number of I&R agencies and projected 1978/79 funding levels. The projected number of agencies is shown in column five (85) and the projected 1978/79 funding levels is shown in column six ($5,655,075) of Table 8, page 26.

In summary, the needs assessment methods employed by the State Department of Health Planning Unit and the Office of Child Development are attempts to gain new understanding of the broad trends in child care need. The limitations of the methods employed in the development of this plan, such as the use of existing service levels as a data base for the CAPP and the use of a non-random sample in the OCD survey, are recognized. However, with the systematization of data collection procedures which is planned, specifically by the OCD, and with continued inter-departmental cooperation, an increasingly accurate needs assessment methodology will unfold.

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Office of Child Development
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TABLE 7

INFORMATION AND REFERRAL AGENCY OPERATIONAL COSTS

Geographic Area of Existing Agencies	Number of Agencies	1978/79 Funding Amount	Average
Rural Agencies	7	$ 496,442	$ 70,920
Urban Agencies	26	1,576,633	60,640
Total Agencies	33	$ 2,073,075	$ 62,820

TABLE 8

State Department of Education
Office of Child Development EXISTING INFORMATION AND REFERRAL CENTERS AND PROJECTED NEED

December 19, 1977

	Existing I & R Programs		Projected Need		Total	
	Number of Agencies	78/79 Funding Level	Number of Agencies	Funding	Agencies	Funding Levels
Alameda	3	$ 141,868		$	3	$ 141,868
Alpine			1	71,000	1	71,000
Amador			1	71,000	1	71,000
Butte			1	71,000	1	71,000
Calaveras			1	71,000	1	71,000
Colusa			1	71,000	1	71,000
Contra Costa	1	142,178				142,178
Del Norte				71,000		71,000
El Dorado			1	71,000	1	71,000
Fresno	1	35,330				35,330
Glenn			1	71,000	1	71,000
Humboldt	1	74,825				74,825
Imperial			1	71,000	1	71,000
Inyo			3	213,000	3	213,000
Kern			3	213,000	3	213,000
Kings	1	18,312			1	18,312
Lake			1	71,000	1	71,000
Lassen			1	71,000	1	71,000
Los Angeles	8	437,056	4	244,000	12	681,056
Madera			1	71,000	1	71,000
Marin			1	61,000	1	61,000
Mariposa			1	71,000	1	71,000
Mendocino	1	84,456			1	84,456
Merced			1	71,000	1	71,000
Modoc			1	71,000	1	71,000
Mono			1	71,000	1	71,000
Monterey	1	74,530			1	74,530
Napa			1	71,000	1	71,000
Nevada			1	71,000	1	71,000
Orange	1	50,880			1	50,880
Placer			1	71,000	1	71,000
Plumas			1	71,000	1	71,000
Riverside	1	217,300	2	142,000	3	359,300
Sacramento	2	[illegible],800			2	84,800
San Benito			1	71,000	1	71,000
San Bernardino			3	183,000	3	183,000
San Diego	1	98,896	2	122,000	3	220,896
San Francisco	2	102,438			2	102,438
San Joaquin			1	61,000	1	61,000
San Luis Obispo	1	30,000			1	30,000
San Mateo	1	51,615			1	51,615
Santa Barbara	1	13,547			1	13,547
Santa Clara	1	156,391			1	156,391
Santa Cruz	1	80,000			1	80,000
Shasta			1	71,000	1	71,000
Sierra			1	71,000	1	71,000
Siskiyou			1	71,000	1	71,000
Solano	1	44,658			1	44,658
Sonoma	1	58,226			1	58,226
Stanislaus			1	71,000	1	71,000
Sutter			1	71,000	1	71,000
Tehama			1	71,000	1	71,000
Trinity			1	71,000	1	71,000
Tulare	1	38,160	2	142,000	3	180,160
Tuolumne			1	71,000	1	71,000
Ventura	1	37,609				37,609
Yolo			1	71,000	1	71,000
Yuba			1	71,000	1	71,000
Totals	33	$2,073,075	52	$ 3,582,000	85	$5,655,075

PROGRAM AND RESOURCE COORDINATION

The Office of Child Development coordinates with a variety of federal, state, and local agencies in the administration of child care service. In addition to the numerous government agencies, the Office of Child Development coordinates with a wide range of public and private entities in order to effectively utilize all resources.

At both the administration and the service delivery levels, a broad spectrum of coordination techniques are employed. These techniques range from informal contact to formal contracts. Many of the techniques listed on the program coordination matrix (Forms C and D) do not adequately describe the coordination relationships of SDE or its local providers.

A more comprehensive description of both administrative and direct service activity is detailed in the coordination narrative (Form E), pages 31 to 38. The program coordination narrative (Form E) has been used to identify and describe the major coordination activities that relate to the administration and delivery of child care services.

Local providers are encouraged to utilize every existing resource in order to augment program budgets. The program matrix (Form D) provides a partial representation of augmentation activities.

In addition to the agencies and activities detailed in the coordination narrative, the OCD coordinates by its involvement in, and representation to, a number of professional organizations and groups.

Examples of some of the organizations are listed below:

---Child Development Administrators Association (North and South)

---National Association for the Education of Young Children

---National Welfare League of America

---County Welfare Directors Association

---Day Care and Child Development Council

---Child Development Roundtable

---Governor's Advisory Committee on Child Care

---Family Day Care Association

---Mayor's Committee on Child Care, Los Angeles City

---Child Care Coordinating Councils (4 C's)

---Commission on Children's Services

PROGRAM COORDINATION

(ADMINISTRATION, PLANNING AND POLICY)

FORM C

COORDINATION TECHNIQUES	① Title IV-A Aid To Families With Dependent Children (AFDC)	② Title IV-B Child Welfare Services	③ Title XVI Supplemental Security Income (SSI)	④ Title XIX Medical Assistance (Medi-Cal)	5 Title IV-C Work Incentive Program (WIN)	6 Title XVIII Medi-Care	7 Employment & Manpower Services			8 Health Services		9 Mental Health Services		10 Criminal Justice Juvenile Justice		11 Aging Services		12 Develop. Disabilities Services		13 Vocational Rehab. Services		14 Education		15 Housing & Community Development		16 Substance Abuse Services	17 Cities	18 COG'S	19 Children & Youth Services	20 Community Action Agencies (local)	21 [illegible] Private Agencies		22 [illegible]
① Program numbers which are circled require coordination (45 CFR Requirement)							CETA	Manpower	Other	Health Services Agency	County Health Other	CCSS–MD OPT-Out	Other	Sheriff Courts LEAA	Reg. Criminal Justice Other	Area Agency on Aging	Other	CCSS–DD	Regional Centers	Dept. of Voc. Rehabilitation	Other	Head Start Program	School District Other	Housing and Community Development	Other	Child Abuse	Model Cities				United Way	Other (specify)	
1 Informal Contact	X	X	X	X	X	X	X	X		X	X									X		X	X	X			X		X	X	X		
2 Review & Comment on Plans																																	
3 Joint Program Development					X					X												X	X				X		X	X	X		
4 Joint Needs Assessment																																	
5 Joint Resource Identification					X					X												X	X				X		X	X	X		
6 Joint Financing of Projects										*												X	X	X			X			X	X		
7 Co-location of Service																						X	X										
8 Joint Staff Training										*												X	X										
9 Sharing of Staff/Resources																						X	X										
10 Joint Eligibility Determination	X				X					X												X	X				X						
11 Joint Client Case Management																																	
12 Formal Contracts and Memoranda of Understanding																							X							X	X		
13 Program Approval/ "Sign-Off" Responsibility																																	
14 Membership on Joint Advisory Committees										X												X				X			X				
15 Joint Community Education and Consultation					X																	X	X										

X = Current Coordination * = Projected coordination

PROGRAM COORDINATION

(DIRECT SERVICE)*

FORM D

COORDINATION TECHNIQUES ① Program numbers which are circled require coordination (45 CFR Requirement)	①	②	③	④	5	6	7		8		9		10		11		12		13		14		15		16	17	18	19	20	21		22
							Employment & Manpower Services		Health Services		Mental Health Services		Criminal Justice Juvenile Justice		Aging Services		Develop. Disabilities Services		Vocational Rehab. Services		Education		Housing & Community Development		Substance Abuse Services	Cities	COG'S	Children & Youth Services	Community Action Agencies Local	Umbrella Private Agencies		Other Please Specify
	Title IV-A Aid To Families With Dependent Children	Title IV-B Child Welfare Services	Title XVI Supplemental Security Income (SSI)	Title XIX Medical Assistance (Medi-Cal)	Title IV-C Work Incentive Program (WIN)	Title XVIII Medi-Care	CETA	Manpower Other	Health Services Agency	County Health Other	CCSB-MH OPT-Out	Other	Sheriff Courts LEAA	Reg. Criminal Justice Other	Area Agency on Aging	Other	CCSB-DD	Regional Centers	Dept. of Voc. Rehabilitation	Other	Head Start Program	School District Other	Housing and Community Development	Other						United Way		
1. Informal Contact	X	X	X	X	X	X	X	X	X	X						X		X	X		X	X	X			X		X	X	X		
2. Joint Resource Identification	X	X	X	X			X		X	X								X			X	X				X		X	X	X		
3. Joint Financing of Projects					X																X	X	X			X			X	X		
4. Joint Staff Training							X									X					X	X										
5. Sharing of Staff					X		X														X	X								X		
6. Joint Eligibility Determination					X																											
7. Joint Client Case Management																																
8. Formal Contracts and Memoranda of Understanding							X	X	X												X	X										
9. Other (Please Specify)																																

*OCD/SDE does not provide direct child care service. The responses indicated on this matrix are representative of the coordination activities of local child care providers

COORDINATION NARRATIVE

FORM E

CURRENT ☒

PROJECTED [*]

NAME OF AGENCY	TYPE OF COORDINATION		PARTICIPANTS	PURPOSE AND/OR DESCRIPTION OF ACTIVITIES	COORDINATING TECHNIQUES
	DIRECT	ADMINISTRATIVE			
1. State Department of Health	x	x	A. Director of DOH, Contract Section	1) Provides federal dollars(Title XX) to OCD/SDE for child care services through an annual inter-agency agreement.	a) Formal contract. b) Joint financing of projects. c) Formal contracts. d) Program approval. e) Joint program review & evaluation. f) Formal and informal contacts. g) Joint review and comment on federal regulations. Policies and procedures.
			B. Division of Social Services Program Section	1) Review, discussion & communication on child care policies, program guidelines and information to local child care providers, when appropriate.	h) Joint eligibility determination. i) Review and comment on plan. j) Memo of understanding.*
			C. Office of Planning	1) Participation in Title XX planning process. Insure most effective utilization of federal dollars.	
			D. Division of Licensing & Certification	1) Delineation of Licensure responsibilities for child care facilities.	

COORDINATION NARRATIVE

FORM E

CURRENT ☒

PROJECTED ☐

NAME OF AGENCY	TYPE OF COORDINATION		PARTICIPANTS	PURPOSE AND/OR DESCRIPTION OF ACTIVITIES	COORDINATING TECHNIQUES
	DIRECT	ADMINISTRATIVE			
State Department of Health, cont'd.	x	x	E. Social Service Title XX Training Funds	1) Would provide funds to local child care providers for training. Presently activity is in implementation planning phase.	k) Joint financing of service to clients. l) Formal contract.
			F. Child Abuse	1) Identification and delineation of state agencies' roles in prevention & detection of child abuse.	m) Informal contact. n) Membership on Joint Advisory Committee.
			G. Child Health and Disability Services	1) Providing funds* for physicals and health screening to child development programs. 2) Identification of local community health resources.	a) Joint program development b) Membership on Joint Advisory Committee c) Joint financing of programs.* d) Determination of eligibility.
			H. Rural Health Services	1) Provides health services to eligible Migrant families residing in state-subsidized housing.	a) Co-location of services. b) Joint community education and consultation. c) Informal contacts.

COORDINATION NARRATIVE

FORM E

CURRENT ☒

PROJECTED ☐

NAME OF AGENCY	TYPE OF COORDINATION		PARTICIPANTS	PURPOSE AND/OR DESCRIPTION OF ACTIVITIES	COORDINATING TECHNIQUES
	DIRECT	ADMINISTRATIVE			
2. County Welfare Dept.	x	x	A. Boards of Supervisors	1) Standard Agreement that provides child care funds.	a) Formal contract.
				2) Provides MOE funds to eligible local child care providers.	
			B. Social Services	1) Supportive Services to mutual clients.	b) Joint eligibility determination.
				2) Provide referrals to local child care providers.	c) Joint resource identification d) Joint community education and consultation.
			C. Protective Services	1) To prevent or reduce child abuse & neglect	e) Joint financing of programs. f) Membership on Joint Advisory Committee.
			D. County Sponsor mandated training programs.	1) Child Care Services to parents who are in mandated training programs.	
			E. Licensing	1) Insuring uniform and continuity in the application of regulations and standards for group care and family day care facilities.	g) Informal contacts. h) Co-licensing and monitoring of child care facilities.

COORDINATION NARRATIVE

FORM E

CURRENT ☒

PROJECTED *

NAME OF AGENCY	TYPE OF COORDINATION		PARTICIPANTS	PURPOSE AND/OR DESCRIPTION OF ACTIVITIES	COORDINATING TECHNIQUES
	DIRECT	ADMINISTRATIVE			
3. Employment Development Department	x	x	A. Employment related training services:CETA	1) Utilization of child care facilities to provide training and work experience for adults enrolled in training programs. Also provides additional adults to staff child care programs.	a) Combining of financial resources for staff support. b) Joint provision of training needs to clients. c) Formal and informal contacts. d) Joint resource identification and exchange.
			B. Office of Migrant Services	1) Supplemental financial support to child care Migrant programs located in state-subsidized housing.	a) Formal contract. b) Co-monitoring of programs. c) Joint financing of program. d) Joint eligibility determination. e) Co-location of services.
4. Department of Benefit Payments	x	x	A. WIN Services	1) Pays for cost of child care to eligible families. 2) Review & comment on implementation of DBP Regulation regarding WIN child care.	a) Informal contacts. b) Co-location of services. c) Joint eligibility determination.

COORDINATION NARRATIVE

FORM E

CURRENT ☒

PROJECTED [*]

NAME OF AGENCY	TYPE OF COORDINATION		PARTICIPANTS	PURPOSE AND/OR DESCRIPTION OF ACTIVITIES	COORDINATING TECHNIQUES
	DIRECT	ADMINISTRATIVE			
Department of Benefit Payments, Cont'd.	x	x		3) Provides payment to local WIN child care providers.	d) Joint client case management.* e) Joint financing of services to clients. f) Joint resource identification and exchange.
			B. Income Maintenance	1) Designates recipients of cash grants. Establishes status eligibility.	
5. Federal Office of HEW	x	x	A. Administration of children, youth, and family services Region IX -Head Start -Community Action Agencies	1) Coordination of program evaluation; Compliance reviews to local child care providers which are co-funded by OCD/HS	a) Formal and informal contacts. b) Joint resources identification and exchange. c) Joint financing at programs. d) Joint staff training at local level. e) Joint community education and consultation. f) Co-location of services.
				2) Consolidation of co-funded program audits	
				3) Assuring compliance to Health & Safety Regulation in all co-funded facilities.	
			B. Community Service Section	1) Assuring State compliance with federal	a) Formal contacts. b) Joint eligibility determination. c) Determination.

COORDINATION NARRATIVE

FORM E

CURRENT ☒

PROJECTED *

NAME OF AGENCY	TYPE OF COORDINATION		PARTICIPANTS	PURPOSE AND/OR DESCRIPTION OF ACTIVITIES	COORDINATING TECHNIQUES
	DIRECT	ADMINISTRATIVE			
Federal Office of HEW	x	x		Interagency Day Care Requirements (FIDCR) and Title XX.	
6. State Department of Education	x	x	A. Office of Food & Nutrition	1) Provides supplemental funds for the food services and Nutritional Component to eligible child care programs.	a) Formal contract (local child care providers). b) Joint staff training. c) Joint resources identification and information exchange. d) Joint eligibility determination. e) Joint resources identification and information exchange.
			B. Vocational Education) C. Adult Educ.)	1) Offer courses to child care staff parents for training and practicum in child development, parenting skills, infant care.	a) Informal contact. b) Joint program development. c) Joint community education and consultation. d) Joint financing of services to clients.
			D. Special Education	1) Coordinate with child care programs to provide C.D. service to identified pre-kindergarten children who have special needs.	

COORDINATION NARRATIVE

FORM E

CURRENT ☒

PROJECTED ☐

NAME OF AGENCY	TYPE OF COORDINATION		PARTICIPANTS	PURPOSE AND/OR DESCRIPTION OF ACTIVITIES	COORDINATING TECHNIQUES
	DIRECT	ADMINISTRATIVE			
7. City Government	x	x	A. The Office of Community Development	1) Identification of agencies needing facility renovation and/or construction funds providing assistance in the reconstruction of child care facilities within target area community.	a) Joint financing projects. b) Formal contracts. c) Joint eligibility determination.
			B. Model Cities	1) Provides supportmental funds for child care services and child care facilities.	a) Formal contracts. b) Joint financing. c) Program eligibility. d) Joint resource identification and exchange.
8. Umbrella Agencies	x	x	A. 4 Cs	1) Provides information and referral service to child care agencies.	a) Joint resource identification and exchange.
				2) Provides indirect supportive services to child care agencies.	

VOLUNTEERS

Volunteers perform a variety of tasks in child development programs. They are secured from such organized groups as retired teachers, retired nurses, retired business people. Senior citizens are a valuable source of volunteers. They are sometimes willing to use their leisure time with young people and provide a model of relaxed confidence, caring, and concern, which comes from living a productive and satisfactory life.

In addition, people living near child development programs, and others in a large community become interested in the services provided and contribute hours each week to the program. Their services are always enriching to the program. Music teachers, for example, take delight in teaching children songs to sing and dance to; persons particularly interested in physical activities often organize older children into baseball and basketball teams. Some volunteers choose to assist the staff when the children are taken on field trips.

Students from high school and colleges, who need practical experience in programs, give volunteer time. They may do such things as assisting in the developmental testing of the children, preparing a particular task with the children, giving encouragement and support to the child, assisting school-age children with homework and teaching the children a variety of arts and crafts. Some colleges and universities provide students who assist directing staff in the development of menus for nutritious and appealing meals and snacks, and providing health and hygiene information to the children. In infant programs, volunteers assist in the holding, rocking, and cuddling of babies, thus helping staff to achieve a ratio of one adult for each child during some portion of the day.

Volunteers also work directly with individual parents and parent groups.

Dentists have given their time to demonstrate proper toothbrush habits to parent groups; nutritionists may talk with parents about ways to discourage children from eating "junk foods"; psychologists may discuss with parents effective ways of disciplining children, and parent/child communications.

In child development programs, it can be seen that volunteers may work directly with the children, with the staff, or with the parents in the program.

VOLUNTEERS

Form F

Agency Local OCD Child Care Providers

Volunteer services provided by contract Yes ☐ No ☒

Do you have a paid volunteer coordinator Yes ☐ No ☐

Persons may be duplicated through activities.

Full-Time ☐ Part-Time ☐ No. of Hours/Mo. ____

VOLUNTEER ACTIVITIES	CURRENT USE		PLANNED USE	
	No. of persons/year	No. of hours/year	No. of persons/year	No. of hours/year
SOCIALIZATION SERVICES friendly visiting, recreation, phones pals, transportation to congregate feeding, home delivered meals; library service, playroom activities				
***ONE TO ONE SERVICES** (providing individual attention and role modelling) lay therapy program, parent aides, adults companions for children, "adopt-a-grandparent" tutoring	1151 (in March, 1977)	329,186 (5½ hours a week)	1151	329,186
SKILL BANK SERVICES interpretors, carpenters, movers seamstresses, gardeners				
INDIRECT SERVICES In-program and clerical support and administration, research, documentation, special project coordination				
GROUP SERVICES Entertainment, group activities, recreational outings for groups				

*Figures reported to OCD by local child care providers for 76/77 Child Care Report to the Legislature

PRIORITIES

The funding limitations for child development programs necessitate a setting of priorities which enables the maintenance and/or improvement of existing programs while allowing for the creation of new programs to fill identified needs. The importance of developing a more systematic, timely, and precise means of determining child care needs throughout the state is recognized by the Department of Education. However, conducting an annual statewide needs assessment is not only costly but, more importantly, the inaccuracy and changing nature of needs information, collected only once a year, would diminish its value for purposes of planning.

The needs assessment methods described in this plan represent one part of an ongoing process used by the Office of Child Development to rank needs according to priority. Professional judgment based on field interviews and observations made by OCD staff also contribute to the decision-making process for service priorities. Thus, there appear to be several child care service needs which are clearly emerging and can now be viewed as priorities.

Infant development programs, with special attention to school-age parenting and migrant programs, should receive priority for FY 1978/79. As mentioned previously, social changes in respect to the working mother, infant abuse, and a lowering age of sexual activity create a strong need for such services. When viewed as a program investment with developmental/preventative outcomes which would actually alleviate the overloading of crises or therapeutic-related services, it is recommended that this service priority be vigorously supported.

Geographic priority for all programs, particularly the infant development programs, should focus on the rural areas of the state. Increasing rural populations, changing economic patterns which force mothers to assume work positions, the flow of urban-type problems; (i.e., drugs) into rural areas, and the expressed needs of rural constituents, all tend to verify the rationale for increasing aid in this direction.

Because direct child care service needs are being only minimally met, Department of Education policy has been to utilize every child care dollar available on the purchase of direct services, as opposed to indirect services such as information and referral (I&R) services. The expansion of information and referral agencies, and either funding for the addition of a resources-coordination component, or for separate resource and referral agencies, carries a high priority in this child care plan.

Addressing this priority would not only assist parents in their search for child care, but would also ensure against rural areas being overlooked, duplication of service, large segments of the population being unaware of their eligibility for subsidized services, child care placements by chance rather than by choice, and unequal services for equally eligible families.

The improvement of the I&R network throughout California, therefore, has great potential for efficiently supporting child development objectives while increasing public awareness of opportunities and trends in child care.

RESOURCE ALLOCATION

The information provided on the child day care line of the resource allocation form is based on information known at the end of fiscal year 1976/77 and projected for the 1978 fiscal year. The assumptions underlying all the projections are that the child care population will be similar and that the same number of children can be served with the current level of funding and cost-of-living increases in 1978/79. The first section, Estimated Number of Persons to be Served, was completed using the unduplicated number of children served in fiscal year 1976/77, plus 556 additional children to be served with AB 1288 expansion funds.

1. Children Served in Federal and State funded Child Development, Campus, and Migrant Programs.	78,707
2. Alternative Child Care and School-Age Parenting	7,000
3. AB 1288 Expansion	556
	86,263

Based on the number of children enrolled by subsidy category in March, 1977, from the "Annual Report on Publicly Subsidized Child Care," a percentage for each of the four eligibility categories was applied to the total of 86,263 children to determine the number in each eligibility group. The percentages are AFDC (38%); SSI/SSP (2%); Income Eligibles (59%); and Without Regard to Income (1%). The income eligible category also includes 2,683 full-cost children. Protective services referrals constitute the Without Regard to Income Group.

The estimated number of persons needing service is derived from the Office of Child Development's needs assessment in conjunction with the Department of

Health's CAPP.

Expenditure data are estimations based on current funding levels. The other funding resources category includes State Child Development funds over and above the required 25% Title XX match, including General Child Care, Campus Child Care, Migrant Child Care, Alternative Child Care and AB 1288 Expansion funds. It does not include local funds for child development programs such as district taxes, grants and donations, county maintenance of effort, parent fees, the local match for Campus Programs, and School-Age Parenting and Infant Development programs.

The projected expenditures by eligibility category are based on the same percentages used in projecting enrollment, and were applied to total expenditures to determine the amount for each population.

The estimated cost of meeting the unmet need is derived by multiplying the unmet service need by $1,900, which is a per-child, per-year cost figure. This amount is a statewide average and reflects the contributions not only of state and federal expenditures, but the contributions of local agencies as well.

. . . The figures presented on this page are not restricted to Title XX Child Care, but represent all subsidized child care administered by the Department of Education excluding the State Preschool Program. Since the eligibility for child care is essentially the same, regardless of funding source, it is not practical to identify need in terms of specific funding. Further clarification regarding the data in this chart is provided in the footnotes below and accompanying narrative.

RESOURCE ALLOCATION

FORM H

Estimated Number of Persons to be Served

Estimated Funds to be Expended

A	B			C					D	E	F								G
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
MANDATED SERVICE PROGRAMS	Service Delivery Method			Eligibility Categories							(In Thousands) Eligibility Categories				(In Thousands) Amount to be Expended				
1978 [illegible] PROGRAM YEAR	Direct	Public	Private	AFDC	SSI/SSP	Income Eligibles	Without Regard to Income	Total Persons (Sum of 5-8)	Estimated Persons Needing Service (From Needs Assessment)	Estimated Unmet TXX Service Need (Column 10 minus 9)	AFDC	SSI/SSP	Income Eligibles	Without Regard to Income	Federal TXX (75%)	State and/or County Match (25%)	Other Funding Resources	Grand Total (Sum 12-15 and 16-18)	Estimated Cost of [illegible]
1 Information and Referral*				▨ $	▨ $	▨ $	$				▨ $	▨ $	▨ $	$	$	$	$	$	$
2 Protective Services for Children				▨	▨	▨					▨	▨	▨						
3 Protective Services for Adults				▨	▨	▨					▨	▨	▨						
4 Out-of-Home Care – Children																			
5 Out-of-Home Care – Adult				▨							▨								
6 Child Day Care**				32,780	1,725	50,895	863	86,263[1]	136,269[2]	50,006	42,849	2,255	66,530	1,128	32,928	10,976	68,858[3]	112,762	5,011,4[4]
7 [illegible] Related																			
8 Family Planning***																			
9 In-Home Supportive [illegible]				▨			▨				▨			▨					
10 Employment Related					▨	▨	▨					▨	▨	▨					
11 Total Mandated Services (Sum of Lines 1-10)																			
12 [illegible] Services Direct Costs				▨			▨				▨								
13 Child Day Care																			
14 TOTAL OPTIONAL SERVICES																			
15 GRAND TOTAL (Sum of Lines 11-14)																			

* All persons are eligible for Information and Referral services and Protective Services for Children and Adults, regardless of income level or eligibility for welfare care mentioned.

** Any information relating to Child Day Care must only include the County's Administration Cost of the Service Program plus any amount expended by the county on the service that is NOT through a contract with the State Department of Education. The number of people in the Eligible Categories column should reflect these costs.

*** Funding of the Family Planning Program is at a 90% Federal – 10% County ratio.

1. Unduplicated number of recipients served in FY 1976-77, plus 556 children to be served with AB 1288 expansion funds.
2. From OCD, see narrative.
3. State funds over and beyond Title XX match, including general child care, migrant, campus, alternative child care, and AB 1288 funds. The figure does not include local funds such as district taxes, grants and donations, county maintenance of effort, etc.
4. Unmet need (50,000) multiplied by $1,900, a per child per year cost figure.

MANAGEMENT SYSTEMS

In addition to the needs assessment methods described earlier in the plan, the Office of Child Development has instituted several management systems which assess child care services. The data and information collected from these sources are instrumental in redefining and updating child care service priorities. The management systems are categorized by function as follows:

1. Monitoring

The Office of Child Development staff conducts yearly formal compliance reviews to determine if programs are functioning in accordance with applicable state and federal laws, regulations, and administrative policies. Subsidized child care programs are also subject to on-going compliance reviews whenever consultants make site visitations.

There are two types of compliance reviews[1*] that are conducted on each program. Phase I reviews the health and safety of each child care facility; Phase II reviews the attendance and record-keeping system of the child care program. In both reviews, item(s) that are found out of compliance are identified, and the agency is required to submit a written plan for bringing the item(s) into compliance.

2. Evaluation

Each child care site is required to conduct a self-evaluation of its programs. The self-evaluation document is titled "Assessment of Recommended Quality Program Standards (Phase III)". A copy of this document was included in OCD's Title XX plan report for 1976/77.

[1*] Refer to the Appendix (A-16 and A-17) for copies of compliance review documents.

The Office of Child Development is required to submit several program reports on child care services to the California Legislature each year. These reports basically assess the effectiveness of the child care delivery systems in order to determine the extent to which the objectives of the program have been achieved.

Some examples of the reports[15] submitted to the Legislature are:

(a) A Study of Migrant and Rural Child Care Needs (1975).

(b) Alternative Child Care Programs (1976/77).

(c) Publicly Subsidized Child Care Services Administered by the Department of Education (1975/76).

3. Reporting

OCD program providers are required to submit claims detailing attendance (service provided) and expenditures (cost) at regular intervals throughout the program year. These claims are reviewed by OCD staff for accuracy and compliance with OCD fiscal policies. Program funds are subject to adjustment if claims are not submitted or if claims indicate the agency is expending funds inappropriately.

One of the most recent information gathering systems that has been implemented is the Child Development Information and Retrieval System (CDIRS). The CDIRS utilizes instruments such as an agency questionnaire[16] to compile data which has proved useful in preparing the annual report to the Legislature.

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[15] Refer to Appendix (A-18 to A-20) for copies of the reports listed.
[16] Refer to Appendix (A-21) for sample of year-end questionnaire form.

SUPPORT ACTIVITIES FOR MANDATED SERVICES

FORM J

Support activities which include community organizations licensing outreach recruitment and use of volunteers, m be included in the description of service delivery for each program. Please complete the following grid to indic which support activities are used in the delivery of the mandated services in your agency. Definitions of the activit can be found in the 1977–78 Services Plan.

	SUPPORT ACTIVITY				
PROGRAM	COMMUNITY ORGANIZATION	LICENSING	OUTREACH	RECRUITMENT	VOLUNTEE
1. Information and Referral					
2. Protective Services - Children					
3. Protective Services - Adults					
4. Out-of-Home - Children					
5. Out-of-Home - Adults					
6. Child Day Care	X	X	X	X	X
7. Health Related					
8. Family Planning					
9. In-Home Supportive					
10. Employment					

Senator Cranston. That concludes our hearing. I thank each and all of you very much for your patience and for your contributions, which have been exceedingly helpful. This now concludes the hearing stage of our work and we will go on to try to draw up legislation.

Thank you very, very much.

[Whereupon, at 9:26 p.m. the subcommittee adjourned.]

[illegible]

APPENDIX

WHEELOCK COLLEGE
Riverway and Pilgrim Road
BOSTON, MASS. 02215

Riverway Faculty Offices:
45 PILGRIM ROAD

STATEMENT SUBMITTED TO UNITED STATES SENATE SUB-COMMITTEE ON CHILD AND HUMAN DEVELOPMENT

Gwen G. Morgan
March 13, 1978

I would like to call attention of the sub-committee to several unresolved questions in day care, and urge that the committee give attention to these questions so that we can move forward to meet the pressing need for day care policy.

I am Gwen Morgan, and I teach social policy and day care courses at Wheelock College, as well as being an independent consultant to a wide diversity of groups, including state government, on day care matters. During the past year, I have given day care policy a good deal of attention, and have written several relevant monographs. One of these, The Trouble with Title XX, addresses the broad issue of where day care fits in the bureaucratic arrangements and professional disciplines in the country. Another two papers, Day Care Standards in Context, and Federal Day Care Standards and the Law address the regulatory issues in day care. I will send these policy papers to you separately.

In this testimony I would like to call your attention to several issues which I believe are impeding day care policy. These are (1) Disagreement over the appropriate agency base for day care, and the underlying issue of professional competition for control of day care; (2) Presentation of data on day care need and eligibility by family income, which conceals information on the need to work by some mothers in two parent families; (3) Inflated and deflated information on day care demand; and (4) the Constitutional question of whether a broad day care entitlement can be implemented without the danger that day care could become a runaway service.

First, where does day care belong in government? In the schools or in the welfare system? Most day care people, and most Head Start people would say, "None of the above." Although educators correctly see that day care is important in the education of young children, it is "care" even more than it is education, and those caring functions are beyond the scope of the schools. They are much too important to the healthy growth and development of children to subordinate to the education functions. Child welfare specialists see day care as one of a needed range of treatment tools for family pathology, and they are right in seeing it as a very important alternative to foster care, and a way of keeping families intact while serious problems are treated. That use, however, does not define the service. Day care is first and foremost a support service to normal healthy families who need to work. In offering support to the family struggling for economic self-sufficiency, day care is one of our few truly preventive, family-supportive services. We can mainstream and normalize children with various problems from a special education or a child welfare perspective into such a preventive service, with very beneficial effects. But this is only possible if there is in most of the day care an emphasis on normal healthy children in families capable of solving their own problems and making their own choices.

Day care also has very important community building functions; if it can be administered in such a way that it serves its entire community, unimpeded by divisive eligibility requirements.

It is becoming clear to me that the agency base for day care needs a consumer perspective, rather than a narrow child development or child welfare professional tradition. This orientation could be created in HUD or a consumer agency, or in HEW. I believe the time has come to give day care its own agency base. Over ten billion dollars annually is spent by parents and governments on day care, and even more day care is provided on a non-monetized basis. The single largest age group in day care is the two-year-old group. These children are too important to our future to leave without responsible national policy. There needs to be an agency with responsibility for day care from a family-supportive perspective. Other compatible functions of such an agency would be: family impact studies, standards and regulation, and parenting education.

The Administration for Children, Youth and Families has recently created a Day Care Division. I would recommend that as the place for day care to find a comfortable base in HEW.

Further, I believe it is time to remove the day care funds from the Title XX block and give it separate funding. I was very struck in reading some of the testimony submitted to your committee by the downturn in day care in the last year or so. Five years ago and more, enormously hopeful things were being accomplished through day care. Communities were being strengthened, families were being given support and hope for the future. Now on all sides I see a failure to realize that promise. Day care is being starved for funds, heavily dependent on unstable CETA funds and the school lunch money, forced unwillingly each year to to serve fewer and fewer children, and to require that they remain poor as a condition for participation. What short-sighted policy!

What has happened? One thing is that states in reaching their Title XX ceiling have aspirations for new needed child welfare and youth services which can only be paid for at the expense of the day care program. It is very difficult to work in an agency involved with human crises, and staffed with experts in treating crises, and continue to give priority to a preventive service, however needed. I sense in many states a growth of hostility toward day care by the social services agencies administering it. I do not believe the Congress is hostile to day care, and I urge you to raise the ceiling on Title XX, and separate out the day care from the child welfare and youth services competition, since the approaches are so different, and are both needed. Day care needs a leader who will fight for its interests as a family support, rather than subordinate it under treatment interests.

Second, I call your attention to the fact that most people who use day care do so for reasons of employment. We have Head Start to serve families who are poor andnot employed or only sporadically employed. The largest number of parents using day care instead of Head Start or preschool programs, do so because they need to work.

If parents need to work, it is not in their interest nor in the national interest to require that their earnings be low. This policy underwrites the exploitation of labor, and further, it limits productivity.

The most unfortunate effect of a policy of income eligibility for day care is the fact that it discriminates against the two parent working family. Most people can see that a single parent, without outside income, needs to work. Since personal income of women is low, most single parents fit under the income eligibility guidelines. I would feel they should all be eligible, and that even the few who earn more than the income limit should pay what they can afford to continue the child care.

It is less evident to policy-makers that income eligibility is leaving out the two-parent working families who may have a desperate need for day care, and who have few choices about whether or not to work. The reason is that we lump together all family income on bar charts, rather than looking at whether there is a need for a second income.

I have been educated by many poor people to the fact that eligibility for day care should not be based on the income which the day care enables people to earn. That is like removing the ladder out of poverty if a person steps on rung one. Instead eligibility should be based on the need to work, (in the case of work-related day care) defined by what the income would be without the day care contingent earnings. This would be easy to do, and fair, if we could get over our years of conditioning by bar chart data on family income. Fees of course would be based on total family income.

I have no data on husband-wife earnings in families with children, but the following 1969 data gives such earnings for all couples. It can be seen that wives tend to work when their earnings are needed to bring the family income up to an adequate, or barely adequate standard of living, and that a great many families in this country would live in poverty without these second incomes. We have built our economy on this fact. We now have a responsibility to see that we have not done so at the expense of children.

The table is taken from Lester Thurow's book, Generating Inequality.

Husband-Wife Earnings

HUSBAND'S EARNINGS	PROBABILITY OF WIFE WORKING (PERCENT)	MEDIAN EARNINGS OF WORKING WIVES (DOLLARS)
$0–$1,000	34.9	2,519
$1,000–$2,000	36.0	[illegible]
$2,000–$3,000	46.0	2,363
$3,000–$4,000	45.7	2,302
$4,000–$5,000	48.5	2,503
$5,000–$6,000	48.3	2,853
$6,000–$7,000	49.2	3,134
$7,000–$8,000	47.2	3,155
$8,000–$10,000	44.9	4,621
$10,000–$15,000	37.8	3,205
$15,000–$25,000	30.7	2,941
$25,000 and up	19.2	2,968

Source: U.S. Bureau of the Census, *Current Population Reports: Consumer Income 1969* (Washington, D.C.: Government Printing Office, 1970), p. 56.

Third, there appears to be confusion over how much day care subsidy is needed. With a sliding fee scale, we could realize day care's potential to support the working families who need it, and to build communities. But how much day care would we need, and what would it cost?

Mary Keyserling*analyzes data from one perspective, assuming an unmet need for day care among all parents not using licensed care. This approach over-inflates demand figures. It is now clear that many parents are fortunate enough to meet their child care needs within the resources of their family and close friends. If there is a grandmother available, or an Aunt Agatha, parents will prefer the close ties of kith and kin for rearing their children. Even in Sweden, where there are high quality child care programs available, which are popular, the percentage of parents who turn to such programs is small. A Chicago official, Murrell Syler, recently told me that the demand for day care was saturated in one geographic area in her city when 25% of the working parents were receiving day care assistance.

See useful data in "The CHallenge of Day Care Needs, CWL FIDCR paper.

Suzanne Woolsey* makes the opposite assumption, using the same data as Mary Keyserling, and finds no demand for increased child care. This is reassuring to a Congress concerned that day care could be a massively runaway entitlement, but I believe it underestimates day care demand. Her assumption is that all parents who work have made some arrangement, and these arrangements are all satisfactory to the parents and adequate for the children.

I believe the truth lies between these two perspectives, and I would suggest that a next important task for those of us interested in policy is to devise an approach to get at the question of how much demand there would be for subsidy for the use of formal, monetized child care arrangements if parents were given such assistance.

At this time, I do not have a solid answer to the question, but I will be working on it, and talking with Mss. Woolsey and Keyserling, to try to get an estimate. My feel for the numbers leads me to believe that over the next ten years we will need to roughly double our center care, and strengthen our support for the network of family day care.

One thing I can say, however, is that there is not going to be an absolute number which equals day care demand. Demand for day care in the future will fluctuate up and down, depending on economic conditions. If there is a combination of inflationary pressures for additional family income and availability of jobs, day care will expand. If there are no jobs, day care will shrink. Planning day care is quite unlike other social service planning. It must be done incrementally, in small steps, in the direction of parent choices.

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*Suzanne Woolsey, "Pied Piper Politics and the Child Care Debate," Daedalus, Spring 1977

The Constitutional question deters us from getting on with this kind of planning. How do you deal with the impact of a broad entitlement, and a demand which will be only a small percentage of those entitled? How can legislation protect the taxpayer from unpredictable runaway funding?

It is helpful to know that day care experience over the years, including the Lanham Act days, has been that demand builds slowly rather than suddenly. Parents never rush to change their child care arrangement when a new service is offered; instead they wait and assess the new service over several years. This helps to implement a gradual incremental approach; while parents are gradually assessing and making choices among their child care options, government can gradually assess parent choices, and plan increments.

I believe that the Constitutional issues are possible to solve, and that in the fee scale itself, an administering agency could protect itself against runaway demand by charging the full cost at the upper level in periods of high demand.

But I ask your help in developing legislative language which solves this problem, because it appears to be the major obstacle to state and federal action to support working parents.

WRITTEN TESTIMONY GIVEN BY

THE ALLIANCE OF CHILD DEVELOPMENT ASSOCIATIONS

Betty Kerr
President

Michael A. Zaccaria, Ph.D.
Executive Director

FOR THE

CHILD AND HUMAN DEVELOPMENT SUBCOMMITTEE

UNITED STATES SENATE

February 14, 1978

For Further Information Contact:
Michael A. Zaccaria, Ph.D.
Executive Director
The Alliance of Child Development
Associations
303 Quill Drive E.
San Antonio, TX 78228
(512) 432-8143
(512) 432-7338

The Alliance of Child Development Associations is a national organization composed of various kinds of providers; professionals; federal, state and local agency personnel; and others concerned with child development in a broad sense. Its missions include:

1. To further the knowledge, training and skills of members in child development.
2. To educate the public in the value of and to promote licensed child care.
3. To conduct research and evaluation in any areas of possible benefit to children.
4. To foster optimum child growth and development.
5. To correlate the efforts of the members and Associations within the Alliance for the benefit of children.
6. To conduct and sponsor workshops in child development for parents, teachers, directors, administrators and operators.
7. To publish and communicate results of research, evaluations, proposals, regulations and events for the possible benefit of children.

It sponsors annual child care symposia. Each of its yearly meetings include at least one timely, controversial issue for public debate. The officers and leaders in the Association have been very active in writing and publishing. The current president is a director-owner of a private day care center in Oklahoma City. She had also been active in non-profit day care. She is the author of Creative Learning. Dr. Willard Abraham, the President-elect, who is Professor of Special Education at Arizona State University, has extensive writings in books, articles and columns on children and preschoolers. Dr. John Hollomon, the President of National Association of Child Care Administrators (an affiliate group under the auspices of the Alliance) is an Associate Professor at the University of Texas at San Antonio. He has written extensively on social policy development, curriculum materials, and research papers. Dr. Michael A. Zaccaria, our Executive Director, along with Dr. Hollomon, has done considerable research and policy development. They were the primary researchers and authors in the following relevant publications: The Texas Day Care Study, Understanding Child Care, Day Care and Social Policy, A Public Review in Federal Region VI of the Federal Interagency Day Care Requirements, and A Position Paper on the Role of Federal, State and Local Governments on Standards, Regulations and Laws for Day Care. In addition, the leaders and staff members of the Alliance have been busy reviewing, analyzing, and critiquing the relevant literature on day care and child care issues. Our testimony will be very heavily based upon our analyses of a broad range of research, practices, and statements made by experts.

From the review on federal requirements a number of important issues evolved. Summary, conclusions or inferences follow:

1. The federal requirements should not be so rigid in exacting duties and responsibilities of a day care facility that duties and responsibilities of parents are diminished. That is to say that operator requirements should not be so encompassing that they allow parents to abdicate their parental responsibilities.

2. Enforcement of requirements and standards should rest with local and state governmental agencies.

3. The competence of caregivers is recognized as important by child care administrators and experts. Public policy on this item is somewhat confusing. Child care operators, experts and advocates all see a need for improving the competence of staff members. A number of legislators, on the other hand, see day care facilities as a place of primary employment for welfare recipients. These two positions appear to be incompatible. Select and training criteria should be towards developing competent caregivers.

Welfare recipients should be selected and trained for those jobs in which they would be both competent and satisfied. In the meantime it might be suggested that staff members be required to attend certain numbers of hours of training each year.

4. Although the controversy on staff to children ratios for day care centers is not as polarized as it once was, ratios are still a problem. Publicly funded day care center operators might like to maintain a relatively small ratio (small number of children to be cared for by each teacher) such as is provided for in current federal regulations. Private providers such as those found in proprietary and church related centers tend to want larger ratios. Staff to children ratios need to be reconsidered in light of the capability of child care providers, the state licensing standard ratios, local and regional conditions of the state-of-the-art, and the law of greater goodness. The law of greater goodness applies to a provision of intent and results. For example, child care advocates and experts may feel that we should provide the best possible care for the poor disadvantaged children. Thus a stringent staff to children ratio is implemented. Since funds might be limited, only a fraction of those children eligible for such care are able to take advantage of the child care services that are provided (For Head Start programs it is estimated that 14 to 18% of those eligible for such programs are able to take advantage of them.) For Title XX programs it is estimated that current funds will care for no more than 10% of those eligible. It can thus be argued that this requirement is unconstitutional and illegal since it does not allow the other poor children of the same category tc participate because those few that are in the program have already used up the funds. The study on Opinions on Day Care and Social Policy concluded that

in the development of legislation, policy and regulations that

1) all parents be given freedom of choice in selecting child caring arrangements and child caring facilities;

2) parents be allowed input into policy development of facilities either through suggestion systems or through advisory committees;

3) social and cognitive development of children not be made an optional requirement;

4) centers should be required to have sufficient toys and equipment;

5) child car staff members be required to attend a minimum number of training sessions or workshops per year;

6) all group day care and day care centers be required to be state licensed;

7) all federal and state day care standards be based upon research and practical economics;

8) there should be strong encouragement for the development of policies that do not lead to the segregation of economically disadvantaged centers;

9) public money be used for preventative health care as well as dental and health care for poor children;

10) public monies be used to assist economically disadvantaged children to the extent that their parents are unable to do so;

11) agencies and operators be given responsibility for utilizing community resources before expending state and federal funds;

12) communities be given the responsibility to provide social, health and prescreening services for young children; and

13) public monies be used to help provide training for all day care personnel.

Multiple sets of regulations may cause considerable confusion in the minds of providers of child care services, licensers, legislators, and the public. Many providers, for example, cannot distinguish between requirements from state licensing standards, those from federal standards and those at local level. Trying to integrate the several sets and keep records accordingly may be wasteful, costly, and harmful to children. Administrative costs involved in federal standards may account for a significant portion of the child care costs. There may be an erroneous assumption on the part of public officials that if it is a federal standard, and it is more stringent, that this necessarily means that it is a better standard. This is not necessarily true.

Having two sets of standards within a state may also tend to make for two systems of child care--one for the economically disadvantaged children and a separate one for the children whose parents pay for these services. This may cause segregation, added costs, and the denial of appropriate care for those children entitled to the program. We feel that federal standards should be imposed as a funding standard in cases in which the state has not adequately developed appropriate, comprehensive licensing standards.

The UNCO report on barriers to compliance with federal requirements, together with other studies and information, indicate considerable difficulties in implementing and enforcing federal standards. National standards are difficult to carry out even under the most ideal situations. There is probably no federal program which has been able to maintain consistent standards and operating procedures nationwide even for those programs which are federally administered. Day care expenditures and commitment vary considerably from state to state. Only about 8% of total consumer costs of day care are federally funded. Some 80% of licensed child care is of a private entity involving independent or voluntary facilities.

A day care cost and fee study, completed by the Texas Department of Human Resources in July, 1977, gives us considerable insight into what is happening in Texas with inferences for use nationwide:

1) A center that operates at 50% of capacity is shown to have twice the overhead cost as one operating at full capacity. The administrative costs of a fully utilized center amount to over $2.25 per child per day.

2) The present capacity in the state of Texas of its licensed or regulated day care facilities could care for approximately 165,000 children. There are sufficient vacancies in the present system to care for some additional 36,000 children.

3) Private providers (including proprietary and church affiliated) who offer infant care are generally doing it at fees that are several dollars under the actual costs.

4) Labor costs are inversely proportional to the staff to children ratio. The labor cost per child per day (based on a minimum wage of $2.65 hourly) for a caregiver whose group size is 10 is $2.65 compared to $5.30 for a group size of five.

Based on findings and inferences from the various cited studies, we make the following conclusions and recommendations:

1) Licensed and regulated child care insures a degree of health, safety, and development for young children.

2) The federal government subsidizes care for only a small proportion of children entitled to such care by legislative mandate. More federal monies should be allotted for care for economically disadvantaged children.

3) Elimination of the present stringent staff to children ratios would allow care for more children.

4) Public funds should be expended in the present universe of day care facilities of all types rather than in the creation of additional facilities.

5) Parents of subsidized child care should have freedom in the selection of child care arrangements and child care facilities. The use of a voucher coupon would insure more freedom in parental choice and minimize the two systems of child care which tend to segregate the economically disadvantaged child.

6) The pluralistic system of child care that we now have is a good system and should be encouraged to grow. All licensed or regulated facilities, be they public, private, non-profit or private for profit, should be given competitive access to public funds.

7) Parents should have the right and responsibility of rearing their own children.

8) The vast majority of child caring arrangements are of an informal nature where care is not provided in a licensed or approved facility. Children cared for in such facilities are in greater danger of risk.

9) Public and private secondary schools should be given the mandate to provide training in such aspects as to better prepare youngsters for family life.

10) There is a need to reconsider the staff to children ratios of day care centers in light of the capability of child care providers, the state licensing standard ratios, local and regional conditions of the state-of-the-art and the law of greater goodness.

11) If a staff to children ratio is mandated by federal requirements, centers caring for 20% or less of Title XX children in their care should not have to meet the federal ratio.

12) Selection and training criteria should be towards developing competent caregivers. Welfare recipients should be selected and trained for those jobs in which they would be both competent and satisfied.

TESTIMONY FOR SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT

My name is Davey L. Gibson, and I am Commissioner of the Department of Community and Human Development for the City of Atlanta, Georgia

As is the case in many large cities, community concern for day care and child development services have received increased attention in recent years in Atlanta. In spite of a rise in service levels, the demand for services still indicates a need beyond present capabilities. The City of Atlanta has been concerned not only with increasing services and improving quality, but also with the need for a practical, simplified, consolidated delivery system.

The existing "system" is a fragmented effort that has evolved from crisis program development and in response to multiple sources of unpredictable funds. Many problems of program management, administration and policy are directly tied to delivery system issues. Some of the conditions that have resulted from our present "system" include:

1. The isolation and segregation of low income children
2. Multiple layers of administration
3. Duplication of effort
4. Gaps in service
5. Low staff morale
6. Frustrated parents

7. High costs
8. Lack of coordination at the funding and delivery level

The need is acute to develop a model which can simplify and improve the system and which can potentially serve as a model for other administrative units in the City. Basic to the design for such a model is an accountable, efficient mechanism for the purchase of child care which meets the needs and rights of providers and consumers (especially low income consumers) for a system that fosters dignity and economic integration in the provision of adequate and accessible service.

The format of such a mechanism calls for an individual unit purchase within an approved roster of possible delivery sites. The parent is in ultimate control of the placement and participates in the payment according to ability. Eligibility, dertermination, placement and administration of funds are centrally controlled.

The establishment of a consolidated system are described above would address the need to reorganize the delivery system for greater efficiency and for a higher level of responsiveness to all families seeking services.

Another basic need in order to improve child care and all human services delivery in larger cities is for Congress to enact a comprehensive human services block grant to cities program.

Traditionally, the coop
rerative efforts of federal and state governments in human resources development have by-passed or ignored local governments, despite the fact that over two-thirds of the human services clientele reside within city boundaries. As a result, cities, although recognizing the urgent need for comprehensive human resources development policy and programs, have had limited experience with planning and management to meet their needs.

The federal government's emphasis on human services programs in recent years has resulted in a broad array of individual projects, some more successful than others, and citizen participation structures. That emphasis has made it necessary for cities to improve their capacity in human services policy planning and program development. But cities have been hampered in their efforts to develop comprehensive programs because funds from all sources have been limited in amount and distributed on a short term basis. In addition, federal and state resources have been made available on a narrowly defined program-by-program basis, with inadequate provisions for cities to participate in planning for their use. Thus, at a time when local responsibility is increasing, an already limited amount of funds is being further reduced through the elimination of existing programs without provision for replacement funding.

Federal block grant programs that have allowed cities to determine strategies and implement programs for physical development, manpower, etc. have been successful. We need the same type of legislation to allow units of governments to develop and implement their own progams in the vital areas of child care and other human services.

**Newark
Institute of
Urban Programs
505 Clinton Avenue
Newark, N.J. 07108
248-2400**

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Varlee Goolsby, Sr.
Virginus Hairston
Dr. Carol Hertweck
Russell E. Holloway
Hon. Sharpe James
Willie Mae James
Carl Jones
Margaret Kee
Mary King
Harold Liebeskind
Clarence Lilley
John C. Love, Esq
Gregory March
Samuel Miller
Dolores Odom
Floyd Paterson
Theodore Rose
Paul Shilcock
Hon. J. H. Slaughter
Fred Smith
Roy M. Schwartz
Patricia Tate
Norman Threadgill
Ronald Tuff
George Ann Washington
John Woods

Testimony For Senator Cranston's
Legislative Hearing on
Comprehensive Child Development

Submitted by:

Newark Institute of Urban Programs
(NIUP) Formerly NAACP Multi-Purpose Center, Inc.
Doctor Curtis J. Way, Chief Executive Officer

The Board of Directors, staff and the people served by NIUP Early Childhood Educational Day Care Center are grateful for the opportunity to submit written comments on the impending Congressional Child Development Legislation. The need for such legislation is unquestioned by the sponsors, technicians and people served by present apparatus (Title XX Funds and regulations).

The Newark Institute of Urban Programs (NIUP) Early Childhood Educational Day Care Center has been in operation since 1965 and was initially funded by Office of Economic Opportunity through the New Jersey Office of Community Affairs. The funding was Title IV a segment of the Social Security Act until the recent switch to Title XX.

The problems in New Jersey and other states of which we are familiar are that the states have set-up massive central and field staff arrangements that are really not essential to the providing of quality educational day care services. This team of staff people more particularly drive up the cost of child care and attempts to achieve uniformity of service with a rigid per child dollar allocation. It is clear to all concerned that this is futile because the urban day care operations are more costly than the projects operated in suburban and rural areas. Yet as such cost accrue from higher space cost, damage by vandals, alarm system repairs, utility consumption/price increases, annual staff raises, quality staff acquisition cost, high insurance premiums, snow removal and other cost of which there are no allocation included in these rigid state designed budgets, the sponsors are caught on the sharp horns of a fiscal/management dilemma.

The sponsor can take an action and spend based on the situations or take band-aid type steps to avoid actions of cost and the program quality deteriorates. Parents and community people, although poor economically, are very aware of the quality of service. They immediately blame the sponsor. There are cost such as the high cost of insurance and utilities that sponsors simply cannot avoid and

(cont.)

therefore must experience budget over-runs.

In the 1960's the state staff referred to above were originally assembled to appease traditional state departments such as Education, Institutions and Agency, Community Affairs and Health that felt that they should have an administrative role in child care.

In the 1970's this same state staff is being constantly re-organized in a serious effort to be effective. Some of this reorganization is being instituted because a leading New Jersey News Paper, the Star Ledger, has published many articles pointing out the alledge or over expenditure of millions of child care dollars by the state. The present outcomes of these charges are that the monies sponsors once received for independent audits of their books are being held by the state to pay their auditors to examine records of sponsoring organizations that are, in some cases, ill prepared to keep their books in an auditable manner. Independent auditior hired by sponsors, many times, helped sponsors wet-up their books at the beginning of the contract year which made auditing easier at the end of the year. State auditors are attempting to audit books that are, in some cases they admit, not auditable because some small organizations are ill equipped to keep proper records. The net results are that capable sponsors are being denied independent auditing funds and management latitude which they need to keep doing a good job and the incompetent sponsors are being made worse.

The bottom-line of this and other actions by this constantly re-organized state staff constitutes an attempt on the part of the state to be the funding source, sponsor, manager and evaluator of child care in New Jersey. If all were well, which it is not, the state would be credited with doing a good job. If all were not well, and not well, confused and under funded it is, then the rascal sponsors must be hunted down to vindicate the state.

The purpose of this statement submission is not to malign the state or its employees but to recommend that the gamesmanship be reduced or eliminated in child care/development programs and funding. Since the essence of this statement is that there are inequities in funding (agrarian versus urban) and sponsors are not given true budget flexibility and latitude to truly manage and cope in their different enviorments. The recommendation offered below will limit itself to this. Therefore, this statement charges that the states should be restricted to establishing policy of standard, providing the funds, monitoring and evaluations. Technical assistance to sponsors should be funded by the state and delegated to a non-state agency so that sponsors who need help could work with ease and the absence of the threat of state fund cut-off authority in being creative in improving their services. This would mean then that if state policy/guidelines were met and the numbers served were appropriate the state, the sponsors and the parents would be happy.

(cont.)

The objective of this clarification of roles is to restore the integrity, autonomy and responsibility of program management to local boards of directors (parents a community people) and program staff. Presently, staff members are locked into responding to contracts, state staff and from this the staff are basically telling the parents and project boards of directors what they can and cannot do.

Monies are being spent to rehabilitate properties and pay rents that could be used to acquire sites that would be more ideally suited for child development. This is being done because the state policy is that only year to year funding is granted which preclude longer range acquisitions, planning and development. Further, guidelines prohibit payment of rent to the sponsor if they own the site; this makes no sense at all to child development objectives.

There should be five year renewal contract let to competent sponsors with the latitude to prepare sites and provide the services at competitive prices to the state. A simple system, such as this would improve the over-all quality of services and lead to better offers from landlords in terms of rented/leased sites.

Job classifications of personnel could be realistically established and career ladders could be usualized by staff.

In summation, what is being suggested is that child care be funded on a cost-plus general administration rate basis and offered on RFP competitive basis for five year renewable contract periods. Further that state functions be limited to proposal review against basic health and welfare policy standards at competitive cost and periodic evaluation for same. The local project Boards of Directors, parents, staff, community people and sponsors should be clearly responsible for all else.

After-care for children, not only day care and kindergarten, should be funded for working mothers so that the eight to fifteen year old child does not have to go home to an empty house or simply be turned out on the streets at the end of the school day.

Finally, Title II of H.R. 9030, the administrations welfare Reform Bill, is understood to be a consideration of ways to permit reimbursement for welfare recipients for job search expenses (transportation and babysitting). The Board of Directors, staff and families served by Newark Institute of Urban Programs feel that day care centers should be permitted to carry an additional number of funded vacancies that can be made available on short or immediate notice to children of welfare recipients who want to go out to do job searching. Transportation vouchers could be submitted to their welfare caseworker or the Day Care Center Director, whichever is funded to pay these cost.

Thank you for this opportunity and your consideration.

Sent to:

Representative Carl Perkins (DKY)
Chairman, House Subcommittee on
Elementary, Secondary and Vocational
Education
Congressional Office Building
Washington, D.C. 20510

Senator Allan Cranston
Room 4230
Dirkson Senate Room
U.S. Senate
Washington, D.C. 20510

Congressman Al Ulman, Chairman
House Ways and Means Committee
Congressional Office Building
Washington, D.C. 20510

WRITTEN TESTIMONY
presented to
SENATOR CRANSTON
Room 4230
DIRKSON SENATE ROOM
U. S. SENATE
WASHINGTON, D.C.
March 15, 1978

by
Winifred Feise, Coordinator
In-Home Child Care Program
Health and Welfare PLANNING Association
200 Ross Street
Pittsburgh, Pa. 15219

I wish to take this opportunity to provide testimony for comprehensive child development legislation. The testimony to be presented stems from experience with an In-Home Child Care Program, a demonstration project run by the Health and Welfare PLANNING Association (HWPA) of Pittsburgh, Penna. and supported by the Western Region Department of Public Welfare (WRDPW), Commonwealth of Pennsylvania.

For the past year HWPA, has provided In-Home care for 20 families in families in Allegheny County. Trained caregivers have gone into each home to care for the children while their parents were at work or in training or seeking further education. Their primary responsibility has been the children. Household tasks were performed only as they related directly to the children, such as meal preparation. All the families were Title XX eligibile and had a minimum of three children. The attached brochure gives further information.

We live in a period of increasing mobility of our population. Of the more than 2 million people living in the areas around Pittsburgh, in 1970, only 66% lived in the house they had occupied in 1965. Around 18%, or approximately 138,000 people moved away from and into the Pittsburgh area.

Related to mobility has been a trend to separate the nuclear family from the extended family. And, even when the extended family is physically available, its nature seems to be changing. Additional changes have taken place within the nuclear family, with an increase in the numbers of one parent families.

Nationally the number of children under six living with female heads of families who were under 25 years old has increased from 14% in 1969 to 27% in 1975, an increase of 13%. And for mothers between 25 and 29 years of age the change from 7% in 1969 to 14% in 1975, an increase of 7%. In Allegheny County, in 1970, 9.5% of the children under 18 lived with female heads of family, and for the City of Pittsburgh the figure was 17.1%. The number of families in Pittsburgh with male heads for the same group was 1.4%.

There is a trend for both single and married mothers of young children, of all classes, to enter the labor market. The total increase for all women from 1950 to 1977 was 11.3%. The greatest increase was for married women with children under six, an increase of 20.7%. Among other women the greatest increase was for women with children under 3 years old, or 53.4%.

This shift has put a tremendous burden on the nuclear family for the care of children, particularly if there is no extended family or built-in baby sitter. It has also put strain on the formal child caring system, revealing its inadequacies. A conspicuous example is the lack of care for school-age children. Most of the children receiving care in the In-Home program are of school age.

In the course of the demonstration a total of 34 families with 104 children were cared for. The majority of the parents were working, there was a good representation of parents in training.

In contrast to their previous child care experience, these parents found In-Home Child Care to be a highly satisfactory mode of care for their children. This was determined by a questionnaire survey of the clients. A summary table is attached. (Attachment 1) Two unsoliciated letters from clients are also attached. (Attachment 2)

The program has served people day and night, any day in the week, for long or short hours. It has served people on night shifts, swing shifts, as well as those whose shifts change from week to week.

The program provided substitutes as needed, and frequently provided contingency care when school children were ill and had to stay at home.

The caregivers who went into the families' homes, and sometimes spent long hours there, made a profound impact on some families. In cases in which the fathers separated from their wives, both the fathers and the children were able to re-group around the core provided by the caregiver. In other cases, young women raising children alone were able to depend on the caregiver for support. Some of the children cared for by an adult and mature caregiver had in the past been on their own, with the oldest child shouldering an excessive burden of the family's organization and well-being.

In addition to the care of children, caregivers performed extended family functions such as giving advice, helping with household tasks, being available in times of family crises such as separation, illness and death.

The cost for In-Home Child Care averaged $3,200 annually per full-time enrolled child, comparable to most center care in this Region. (Attachment 3)

The kind of support that In-Home Child Care has been able to give isolated parents appears to be one possible model of care. Gina Molinet, a single working parent, who trains day care teachers, presented another model at a conference of day care administrators. She proposed a kind of family neighbourhood center to include day care for infants and young children, before and after school care for older children, and a drop-in center for working parents. Single parents, who often lack adult companionship, would find other adults to talk with. Supper and laundry facilities might be available. There would be a wide variety of recreational and other activities for all family members. Recommendations for comprehensive family and child care made by the Advisory Committee on Child Development of the National Research Council, and by Stevanne and her colleagues, in Rationale for Child Care, include both of these modalities. The Danish system already incorporates these, among other methods of supporting families and children.

In-Home child care is a flexibile mode of care, relatively simple to administer. It takes place where the children are. It supports the family where it is. It can be long term, short term, hours can be long or short. It can be organized geographically or functionally, that is countywide, by neighbourhood, in whatever way best suits the needs of a community, or it can be organized as a component of agencies such as Mental Health-Mental Retardation base service units, Child Welfare Services, day care centers and agencies, Visiting Nurse Associations and home maker services.

This information is offered to suggest in-home care as one component of a comprehensive child development program.

Traditionally, comprehensive care refers to center and family day care for children, along with medical care and social services. This seems to be anarrow definition of comprehensive care. A truly comprehensive program for the development of children should include a continuum of services and care.

Parents who require care for their children in order to work or to train, due to illness, because they have dificult children with special problems, or for whatever reason, should be able to chose the mode of care which would be in the best interest of their families. The choices should be from a vareity of modalities most suited to their needs, including the possibility of utilizing different modalities concurrently to provide the optimum developmental environment for their children.

The choices and the dilemma of planning for children are related to funding, and to whether the thinking is in short-term goals and objectives, or in long range goals and objectives. Short term plans tend to be preferred, their boundaries can be understood and they are more easily evaluated in an era of accountability.

There is, of course, no way to assert a direct correlation between a child's environment and his subsequent development; therefore, the preventive nature of children's programs is difficult to assess. However, in the belief that childhood experiences strongly affect current and future behavior, developmental theorists are looking at child ecology to better understand the relationship of the total environment to the development of the child. A comprehensive child development program which included medical care, social services, and a variety of child care programs, would be a statement to families and children that they are valued by their national government.

There was a broad range of requests for service received by the In-Home Child Care Program. There were the usual requests from working parents and those in training. Requests came from hospital social service departments, for both short-term and long-term care for the children of patients. Physical and mental health agencies requested care for clients who had emergencies or long-term needs. Child Welfare Service and County Board of Assistance workers requested service as a way to help keep families together. The range of requests appear to indicate that in-home child care is seen by professionals, as well as parents, to be one of several forms of care that might be offered to assist families supplement and augment pre-schools, day care centers, family day care and other tradiontal forms of child care as part of a comprehensive child development program.

ATTACHMENT 1

TABLE 7

RESPONSES OF ON-GOING AND TERMINATED IN-HOME CLIENTS TO QUESTIONS RELATING TO SATISFACTION WITH THE PROGRAM

QUESTION		VERY POSITIVE RESPONSE	POSITIVE RESPONSE	SOMEWHAT POSITIVE RESPONSE	NEGATIVE RESPONSE	VERY NEGATIVE RESPONSE	MULTIPLE RESPONSES
		%	%	%	%	%	%
1. How convenient is the child care arrangement?	O	95.71	14.29	-	-	-	-
	T	75.00	12.50	12.50	-	-	-
2. How dependable is the service?	O	76.19	23.81	-	-	-	-
	T	75.00	12.50	-	12.50	-	-
3. How does the caregiver handle children's disciplinary problems?	O	47.62	33.33	14.29	-	-	4.76
	T	50.00	50.00	-	-	-	-
4. How do the children eat while parent is away from home?	O	52.38	33.33	14.29	-	-	-
	T	62.50	37.50	-	-	-	-
5. How is the caregiver/child relationship	O	57.14	23.81	9.52	-	-	9.52
	T	62.50	25.00	12.50	-	-	-
6. Is a member of staff available when you need one?	O	66.67	33.33	-	-	-	-
	T	87.50	12.50	-	-	-	-
7. How helpful was the asministrative staff	O	85.71	14.29	-	-	-	-
	T	100.00	-	-	-	-	-
O: On-Going Clients, T: Terminated Clients							

ATTACHMENT 2

June 24, 1977

Dr. Winifred Feise
Health & Welfare Planning Association
200 Ross Avenue
Pittsburgh, Pa. 15219

Dear Winnie:

I have been in your In-Home Child Care program for the month of June and just want to advise you how grateful I am for the program. I feel it is long overdue and very greatly needed.

As a single parent with three very young children I have known what it is like to have the children cared for outside the home. When a place is located, which is sometimes a good distance away from the home, there is the quality to worry about, plus sometimes a child is then in another school district, which even compounds the situation. It makes a very long day for the children, which I feel ultimately shows up in the child's temperament, behavior, and school work. With illness of a child, the whole program collapses because ill children are usually refused at places away from home--plus the child who is sick should really remain home in bed anyway. So, the employed person needs a second person to care for the sick child, or not to go to work herself/himself.

It is enough of an adjustment when the parent is away from home at work all day. Having a Child Caregiver come to the home keeps the stability of "home" being where the child grows up, is sick and recovers, plays with neighborhood playmates, and naps in his/her own bed, etc. I see the great difference in my children's attitudes just in the five months I have had a Child Caregiver in my home with my children (the month of June in your program).

A second consideration is the funding of the program. By the time a parent pays for three children to be cared for at an outside location (price computed on $-x times number of children) the figure is so great that it may not pay, or actually the employed person can remain at home on welfare with more dollars than net pay after childcare. And since the parent is working to support the family, why not remain home with the family on welfare money. Financially, welfare can be more profitable. I therefore am very grateful for the funding of the program, for I now feel I work for my salary and it is used for regular living expenses such as food, clothing, and shelter which we all have. Half/or a third of my salary is not "gone" due to the fact I have three children.

Another important consideration is the great sense of "relief" I have felt in this last month on your program. Needless to say, without proper childcare the working parent must take off work whenever a child caregiver does not work. This is certainly not approved of at any place of employment though I'm sure it happens many times everywhere. Your thorough program has provided the great "backup person" in times when a caregiver is needed. So the employed person does not have his work schedule interrupted, which is to his/her benefit, hopefully, in the form of promotions or raises. It has made me feel I can even look into future jobs with more responsibilities, using my job capabilities to the fullest, because the Child Caregiver is there for the responsibilities/worry of child care. Therefore, my mind can be devoted to really doing my best possible while at work. This ultimately can only lead to better jobs, more personal fulfillment, and greater salaries, which means leaving the program. However, once salaries are high enough one has enough disposable income to pay a fulltime person in the home, so there is no financial problem. I see a good possible spiralling effect from all of this.

So, Winnie, for the above three major reasons, I certainly hope this program is renewed again and again. I spoke from the parent side. From your side I am greatly pleased with the quality of your Care Givers and the concern your staff shows to me as well as the children.

Taking good care of the children of today can only lead to a great world of adults tomorrow.

Keep up the good work,

Sincerely,

Virginia

Virginia K. Riegner

ATTACHMENT 2

RECEIVED
AUG 11 1977

228 Nobles Lane
Pittsburgh, Pennsylvania 15210

August 8, 1977

Ms. Winifred Feise
HEALTH AND WELFARE PLANNING ASSOCIATION
In-Home Child Care Program
200 Ross Street
Room 602
Pittsburgh, Pennsylvania 15219

Dear Ms. Feise:

As discussed previously, that due to the present situation I and the boys will no longer be involved with the In-Home Child Care Program as of August 12, 1977.

At this time I would like to express to you and the other members of the Program for such a job WELL DONE. Our caregiver, Mrs. Brewer, was exceptional and we were most fortunate to be able to have her with us. She was most responsible, reliable, conscientious, well-qualified and more so involved with a warm open heart. The boys and I throughout this time period enjoyed having her. She was always willing to participate and become involved with them. She deserves to be acknowledged for this and also for her active part in the Program. She is an asset to you.

Once again, please extend my appreciation to the Program members, and I only hope that the program continues to be such an asset to our community.

Sincerely,

Mr. William C. Franciscus

ATTACHMENT 3

Chart #6

IN-HOME CHILD CARE PROGRAM

COMPARISON OF AVERAGE ANNUAL COST PER ENROLLED CHILD, IN-HOME CHILD CARE PROGRAM, 1977, AND 6 ALLEGHENY & ARMSTRONG COUNTY PROGRAMS, 1973-74, UPDATED FOR INFLATION

PROGRAM	1973-1974 AVERAGE ENROLLMENT	1973-1974 ANNUAL COST/ ENROLLED CHILD	ANNUAL COST/ ENROLLED CHILD UPDATED**
Program A	509	$2,720	$3,509
Program B	320.5	2,658	3,429
Program C	286.8	2,584	3,333
Program D	190.1	3,058	3,945
Program E	38.7*	2,795	3,606
Program F	47.5	2,445	3,154
	1977-1978		1977-1978
In-Home Child Care Program	63.5	-	$3,275

*Title XX children only. Does not include other participants.
**Consumer Price Index, Jan-Oct, 1977, compared with 1973-74 average.

Statement by the AFL-CIO Executive Council

on

Early Childhood Education and Child Care Program

Washington, D.C.
May 6, 1975

The unmet need for child care is greater today than it has ever been because large and growing numbers of women have to work. They are being forced to leave their children without the care and attention they need. Other mothers, on public assistance, want jobs but cannot find adequate child care.

The statistics clearly show the growing nature of the problem:

--From 1948 to 1973, the percentage of working mothers grew from 18% to 44%.

--26 million children (6 million under 6 years old) have working mothers.

--12 million children live in female-headed households where the median income is $6,195 if the mother works and $3,760 if she does not.

--5 million children live in single parent families where the parent is in the labor force and out of the home.

During this time of massive and still rising unemployment and continuing inflation, the family's real dollar shrinks. As husbands become unemployed, wives seek to replace their income. But to work, they must find decent care for their children.

More mothers are constantly entering the labor force and many more need and want work. But lack of adequate child care poses a major problem to all of them. In addition, millions of disadvantaged children, whose mothers are home, could benefit from child care services. There are 5 million children under 6 years of age in poor and near-poor families, many of whom could benefit greatly from child care services.

Poor, working poor, lower-middle class, and middle-class women all face the same problem. In increasing numbers, they must work. Only a small percentage are able to get good licensed care for their children which meets Federal standards. The rest are forced to face the never-ending nightmare of making arrangements with a changing group of sitters or with relatives, or leaving their children in custodial parking lots, or even worse, alone, in "self-care."

By any measurement, the nation lacks a comprehensive system of quality child care services to meet these needs. Some local efforts in the child care field have been undertaken over the years with some success. Thousands of children have received beneficial, high-quality services from programs developed by labor unions, parent cooperatives, and local community organizations and church groups. Such programs fill an important need in the communities they serve. These programs, like the excellent centers operated by a number of AFL-CIO affiliates, should be encouraged and continued.

But these scattered efforts, however worthwhile, are clearly far from enough. The only real answer is a massive Federal commitment to the provision of early childhood development and day care in communities throughout the country for all children who need these services.

Prime sponsors must be responsible elected officials. The AFL-CIO believes that there is great merit in giving the public school systems this prime sponsorship role.

In most communities, the school system would be the appropriate prime sponsor of the child care and early childhood development program, with the responsibility for planning programs, distributing funds and monitoring programs. Where the school system is unwilling or unable to undertake this responsibility in accordance with Federal standards, some other appropriate public or non-profit community organization should be eligible.

Even where the public school systems are the prime sponsor, all of the services need not actually be offered in public school facilities. For instance, communities may want in-home child care, family and group day care homes for children who are too young or not ready for large school facilities as well as special services for the emotionally and physically handicapped which may be offered outside the educational system. We support the expansion of these diversified services by educational systems or by any alternative sponsor as they administer these programs.

Only public and non-profit groups should be permitted to participate in the program. There is no legitimate role for profit-making entrepreneurs in child care programs. The sorry record of profit-making organizations in the provision of human services, especially in the nursing home, health care and education fields, has led the AFL-CIO to strongly oppose any involvement of profit-makers in human services programs. Profit-makers were excluded from providing day care under Head Start. They should continue to be excluded in any new early childhood and day care programs.

To meet America's need for a high quality early childhood education and child care program, the AFL-CIO calls upon the Congress to enact legislation that includes the following elements:

1. Achievement as rapidly as possible of the goal of free, high-quality comprehensive early childhood education and child care services for all children who need them. Since the program will necessarily require a period of time to get fully underway, gradually increased funds should be provided toward earliest achievement of this goal.

2. Coordination by the prime sponsor of a range of programs, including health, nutrition, counseling and other necessary support services and child care in a variety of settings including family and group day care homes.

3. Use of the public school systems as the presumed prime sponsors, wherever they are prepared to undertake quality programs meeting Federal requirements.

4. Insistence that all services must meet Federal requirements and standards as well as all local school and facility codes and laws.

5. Denying profit-making operators eligibility to receive Federal funds.

6. Declare existing public and private non-profit programs that meet Federal requirements, eligible to receive funds.

7. Provide for effective parent involvement in these programs, since they are programs parents voluntarily choose.

8. Require that all construction, renovation and repair undertaken under the program must conform to the prevailing wage standards of the Davis-Bacon Act.

9. Provide for training, re-training and in-service training of professional and paraprofessional staff.

10. Provide full protection of the job rights and employment conditions of workers in child care programs.

-30-

Resolution
Adopted by
AFL-CIO Convention
San Francisco, California

October 2-7, 1975

Child Care

The unmet need for child care programs has increased dramatically since the last AFL-CIO convention. There are now 26 million children--six million under six years of age--whose mothers are working. Five million children live in single-parent homes where the parent is in the labor force and, therefore, out of the home.

During this time of massive, long-duration unemployment and relentless inflation, the family's real dollar earnings shrink. As husbands become unemployed or forced to work shorter hours, wives seek to replace the lost income. But to work, they must find decent care for their children.

More mothers are constantly entering the labor force, and many more need and want work. But lack of adequate child care poses a major problem to all of them. In addition, millions of disadvantaged children, whose mothers are home, could benefit from child care services. Five million children under six years of age are in poor and near-poor families many of whom need quality child care services.

Inadequate child care affects all women—poor, lower-middle class, middle-class and upper-class. In increasing numbers, they must work. But only a few are able to get good licensed care for their children which meets federal standards. The rest face the never-ending nightmare of making arrangements with a changing group of sitters or relatives, or leaving their children in custodial parking lots, or worst of all, leaving children alone in "self-care."

The Administration response has been to cut back on day care provided under the social services program and to restrict needed funds, thus lowering the quality of care provided in the few remaining programs. The AFL-CIO has continued to oppose cut-backs in programs or erosion of the quality of care.

Council Recommendation

Large and growing numbers of working women are being forced to leave their children without the care they need. Other mothers, including many on public assistance, want to work but cannot find adequate child care. Some local programs, including a number of excellent centers operated by AFL-CIO affiliates, have begun operations with laudable success, but those are far from enough to meet the needs.

Therefore, we affirm the May 6, 1975 call of the AFL-CIO Executive Council for a massive federal commitment to providing early childhood development and day care in communities throughout the country for all children who need these services. Congress should enact legislation that includes the following elements:

1. Achievement as rapidly as possible of the goal of free, high-quality, comprehensive early childhood education and child care services for all children who need them. Since the program will necessarily require a period of time to get fully underway, gradually increased funds should be provided toward earliest achievement of this goal.
2. Coordination by the prime sponsor of a range of programs including health, nutrition, education, counseling and other support services necessary for quality child development programs in a variety of settings, including family and group day care homes.
3. Use of the public school systems as the presumed prime sponsors, wherever they are prepared to undertake quality programs meeting federal requirements.
4. Insistence that all services meet federal requirements and standards as well as all local school and facility codes and laws.
5. Denying profit-making operators eligibility to receive federal funds.
6. Declare existing public and private non-profit programs that meet federal requirements eligible to receive funds.
7. Provide for effective parent involvement in these programs, since they are programs parents voluntarily choose.
8. Require that all construction, renovation and repair undertaken under the program must conform to the prevailing wage standards of the Davis-Bacon Act.
9. Provide for training, re-training and in-service training of professional and paraprofessional staff.
10. Provide full protection of the job rights and employment conditions of workers in child care programs.

Testimony on

FEDERAL FUNDING AND CHILD CARE AND CHILD DEVELOPMENT PROGRAMS

Presented to the

SUBCOMMITTEE ON CHILD AND HUMAN DEVELOPMENT

By

Therese Lansburgh

VICE CHAIRMAN, DEVELOPMENTAL CHILD CARE FORUM

1970 WHITE HOUSE CONFERENCE ON CHILDREN

February, 1978

FEDERAL FUNDING AND CHILD CARE AND CHILD DEVELOPMENT PROGRAMS

by

Therese W. Lansburgh

It is with great pleasure that I submit this testimony - pleasure that the Senate SubCommittee on Human Development is commencing the important and needed initiative towards the development and enactment of a bill to provide support services for the children and families of this nation.

I am Therese W. Lansburgh, former President of the Day Care and Child Development Council of America, and of the Maryland Committee for Day Care of Children. I now serve as its Honorary President and Board Member.

I want to focus primarily, however, on the Report of the Developmental Child Care Forum of the 1970 White House Conference on Children. I served as its Vice Chairman. The deliberations of the Forum had as their goal, the development of recommendations which would lead to legislation to provide child care for America's children. Much of the rationale as well as of the recommendations, are just as valid today, as they were eight years ago. The only difference is that the figures have changed, that the need is even more urgent today than it was.

The Senate SubCommittee on Juvenile Delinquency reported last year that Juvenile delinquency has increased by 245 percent in the last 13 years, and that about half of all the serious crimes are

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committed by people under 21. They also found that juvenile violence in the schools had become so common that the only difference between "tough" city schools and those in the suburbs was one of degree. In a three year period, they found, attacks on teachers were up nearly 80 percent, assaults on students up 85 percent. How much of this escalating wave of juvenile violence is the result of problems of children whose parents have been working and not available to provide the individual attention, emotional as well as physical, and guidance that children need, and who could not afford and/or could not find quality child care arrangements? I believe that the gap in child rearing has begun to manifest itself in a crisis in our ability to produce stable, responsible, competent and productive citizens. The gap exists between the availability of parents and the recognition by this society of its responsibility and opportunity, and of the necessity that it provide its children with what they need to become adults who will help continue to make this a viable democracy. If children continue to be neglected, not to have the direction, learning opportunities, emotional supports and security they need, figures like these will continue to escalate. We will find more and more of our youngsters growing to be angry, dependent, uncontrolled adults. Then what kind of society will we live in? One where most of our energies go to supporting constraining or institutionalizing a large percentage of our population? Is that what we want? Information on the importance of the early years, in laying the foundation for later growth and development, continues to document in greater detail the critical importance of federal funding for, and delivery system of, child care and child development programs. I feel that, on what this SubCommittee recommends, on the enactment of this legislation and on the speed with which it is implemented, rests the future of this country.

The Developmental Child Care Forum Report stated:

"The members and delegates of this Forum (representing private, state, local and parent organizations, business and private industry throughout the nation) are shocked at the lack of national attention to the critical developmental needs of children. We urge recognition of day care as a developmental service with tremendous potential for positively influencing and strengthening the lives of children and families, and we urge the eradication of day care as only a custodial, "baby sitting" service.

"The fundamental issue is how we can arrange for the optimal nurturance of today's children at a time of profound change in the American family and its living conditions. The responses to the changing needs of children, families and communities have been a variety of part-time child care arrangements outside the family. Too many of these ideas and experiments are isolated from each other and from existing community resources. Too often, thought about such programs is fragmented into restricted concepts - nursery schools, babysitting preschool enrichment centers, or child care service for parents in job training. These programs are not a full solution but are individual responses to parts of a general and growing national need for supplementary child care services.

"Although this paper considers the broad range of needs, it focuses on developmental child care which we define as any care, supervision, and developmental opportunity for children which supplements parental care and guidance. The responsibility for such supplementary care is delegated by parents (or guardians) and generally provided in their absence; however, the home and family remain the central focus of the child's life. Parents must retain the primary responsibility for rearing their children; but society, in turn, must recognize its role in the ultimate responsibility for the child's well-being and development.

"Developmental child care should meet not only normal supervisory, physical, health, and safety needs, but should also provide for the intellectual, social, emotional, and physical growth and development of the child with opportunities for parental involvement and participation. Day Care can be provided in public and private day care centers, Head Start programs, nursery schools, day nurseries, kindergartens, and family day care homes, as well as before and after school, and during vacations.

Child care is a service for all children - infants, toddlers, preschoolers, and school-age children. Regardless of the hours, the auspices, the funding source, the name of the service, or the child's age, the program should be judged by its success in helping each child develop tools for learning and growing, both in relation to his own life style and abilities and in the context of the larger culture surrounding him."

The report examined the need for day care services, and found that "Many forces are converging to accelerate the need for day care: female employment; family mobility; urbanization; community mobilization to fight poverty; the rise in single-parent families through divorce, separation, or other causes; pressures to reduce the public welfare burden; and realization of the needs and opportunities for early education in the broadest sense."

We summarized a 1965 study of arrangements made by parents for their children while their mothers worked. "What happened to those children while their mothers worked? Thirteen percent required no supplementary care since their mothers worked only while they were in school. For the remaining eighty-seven percent, a variety of arrangements were used. Forty-six percent were cared for at home by the father, another adult relative, a sibling (often a child himself), or someone paid to come into the home. Fifteen percent were cared for by their mothers on the job, and sixteen percent were cared for away from home, half by a relative and half in small "family day care homes." Only two percent of the children received group care in a day care center or nursery school, and eight percent received no care at all (including 18,000 preschoolers). These percentages vary, of course, for the different age groups. The complete picture of supplementary care must also include the hundreds of thousands of children attending nursery school whose mothers do not work.

"If all these arrangements were adequate, we would have to worry only about the almost one million "latch-key" children who received no care. But many of these care arrangements do not even assure immediate physical safety, as child accident rates show. We know very little of the quality of care given by non-maternal sources in the home, but of the outside arrangements, far too many are unlicensed, unsupervised, and chosen because they are the only available care .....

"The dramatic rise in the need for child care services caused by changing employment patterns has partly overshadowed the great needs evident since well before the first White House Conference on Children in 1910. Special programs are required to serve the needs of children suffering emotional disturbance, mental retardation, cerebral palsy, and other handicaps; to assist families with such children by relieving the parents of some of the burdens of full-time care; and to help strengthen families in difficult situations by offering child care and attention perhaps otherwise unobtainable. These needs still exist, and in large numbers. Over eleven percent of school-age children have emotional problems requiring some type of mental health service. The vast majority of these five million children, and preschoolers with similar problems, can be treated by trained professionals and paraprofessionals "working in settings not primarily established for treatment of mental illnesses." .... Partly in response to these facts, the recent Joint Commission on Mental Health of Children recommended the "creation or enlargement of day care and preschool programs" as a major preventive sercice, with an important potential role in crisis intervention and treatment services. These programs, they said, should be "available as a public utility to all children."

There are only 1,600,000 spaces in licensed day care services in the United States in 1978, to serve all these children as well as the 6.4 million children under six whose mothers work, and the approximately 16 million 6 to 16 who have working mothers.

The Developmental Child Care Forum came to the conclusion that "the challenge we face is to develop a system of services with at least three effects: making parents more aware of quality in child care programs; assisting parents in maintaining their parental responsibilites, and delivering good care to all children, regardless of the specific arrangement."

The Developmental Child Care Forum emphasized the importance of A NEW FORCE: CHILD DEVELOPMENT in the next section of its Report. "Next to the growing number of employed women, the second force in the increasing demand for making available supplementary child care to all citizens grows out of recent discoveries on the importance of early experience on human growth and development. Psychologists, pediatricians, psychiatrists, educators, nutritionists, anthropologists and other investigators continue to document the critical significance of the first years of life. The central finding is that during the years when a child's body, intellect, and psyche are developing most rapidly, his conditions of life will profoundly influence his later health, motivations, intelligence, self-image, and relations to other people.

Every moment of a child's life is learning - what he can and cannot do, what adults expect and think of him, what people need and like and hate, what his role in society will be. His best chances for a satisfying and constructive adulthood grow from a satisfying and constructive childhood and infancy.

Sould development cannot be promoted too early, for the early experiences will be either supportive or destructive. The President's Commission on Mental Retardation estimated that three-quarters of mental retardation in America could not be related directly to genetics (such as mongolism or Down's syndrome, physical damage, or other organic factors) and was typically associated with geographic areas, where health care, nutrition, and developmental opportunities are usually minimal.

One reason why many social institutions formerly resisted extra-familial child care was their deep belief in the importance of family life and fear of the possibly destructive results of separating a child from his mother. The institutional syndrome of maternal deprivation found in many orphanages was attributed to any separation from the biological mother, rather than to prolonged separation combined with other institutional conditions such as perceptual monotony; little interaction with adults; and lack of a basis for self, family, and historical identity. Traditional guidelines viewed day care as a last resort because the institutional findings were over-generalized to include the part-time - and very different - separation involved in day care, where the child returns daily to the family.

"While it remains supremely important to ensure against deprivation of adult care, it now appears that with adequate planning even full day care can sustain the emotional adjustment of infants and leave intact their attachment to the mother. In addition, it is becoming clear that day care holds an important potential for providing all children with "the essentials of experience ...." which support child development.

"It is also important to realize that the place where care is given is not the most significant dimension for a child. The issue is the kind of care given; how he is handled, what abilities are nurtured, what values are learned, and what attitudes toward people are acquired. The child can learn to trust or hate in a neighbor's apartment, in a commune, in an expensive nursery school, or in his own house....A poorly funded program where children are left with few challenging activities and have little relationship or guidance from adults, can seriously jeopardize development .... THE QUESTION IS NOT WHETHER AMERICA "SHOULD"HAVE DAY CARE, BUT RATHER WHETHER THE DAY CARE WHICH WE DO HAVE, AND WILL HAVE, WILL BE GOOD - GOOD FOR THE CHILD, GOOD FOR THE FAMILY, AND GOOD FOR THE NATION."

The Forum felt that there was a vital CHALLENGE: "There are two clear issues in developmental child care for American children: the comprehensiveness and quality of care which all children deserve; and the responsiveness and flexibility of social institutions to the changing needs and desires of American parents. The best care with stimulating and nurturing personnel, will be wasted if offered in programs which will not be used by families as they adjust their own social, economic, and personal needs. Simply keeping the child during parents' working hours without applying our utmost expertise and common sense for his sould development is as cruel and absurd as feeding him only minimal nutrition required to sustain life and expecting a vigorous and healthy body. We need not just day care centers so mothers can work, nor just preschools. Rather, we must respond as a nation to the changes that we as individuals are living, changes in our views of family roles and in the needs of our families with children. Our lives are changing more rapidly than our institutions. We must develop a network of voluntary supplementary child care, flexible enough to be part of family life, able to promote the full development of our children, and readily available to all families with children. We must commit our heads, our hearts, and our pocketbooks to this task."

"After deliberating and discussing settings and facilities, personnel, programs, licensing and service delivery, the Forum concluded "WE RECOMMEND THAT A DIVERSE NATIONAL NETWORK OF COMPREHENSIVE DEVELOPMENTAL CHILD CARE SERVICES BE ESTABLISHED TO ACCOMMODATE APPROXIMATELY 5.6 MILLION CHILDREN BY 1980 THROUGH CONSOLIDATED FEDERAL EFFORTS VIA LEGISLATION AND FUNDING, AS WELL AS THROUGH COORDINATED PLANNING AND OPERATION INVOLVING STATE, LOCAL AND PRIVATE EFFORTS.

"The network's ultimate goal is to make high quality care available to all families who seek it and all children who need it. By 1980 it should .... accommodate approximately 5.6 million .... children .... at a yearly cost of approximately $10 billion ....

"Such a network must be comprehensive in services, including at least education, psychological, health, nutritional, and social services; and the services must support family life by ensuring parent participation and involvement as well as including a cooperative parent education program.

"The network must offer a variety of services including, where appropriate, group day care, family care, and home care, as well as evening and emergency care. Services must cover all age groups from infants through elementary school age.

"Enabling comprehensive Federal legislation must not only provide funds adequate for operating programs (up to 100 percent where necessary) at the levels projected above, but legislation must also:

"Establish child care services independently of public welfare, ensuring integration of services to all ethnic and socioeconomic groups.

"Include funds for planning, support services, training and technical assistance; facility construction and renovation; coordination of programs at Federal, state and local levels; research and development; and evaluation and monitoring.

"Ensure program continuity through long-term grants and contracts.

"The need for private capital in efforts to develop the system is recognized. This Forum approves this involvement only if quality is maintained in all areas affecting the child and/or his family. The use of private funds should be encouraged by: legislation to provide tax relief to families who have children in developmental care.

While working toward the above goal, first priority for spaces should go to children and families in greatest need, whether the need be economic, physical, emotional, or social. One hundred percent funding should be made available for those who cannot afford quality child care; a sliding scale should also be available to those above the poverty level who are unable to bear full cost of the same developmental opportunities asthose given children who must be fully subsidized by public funding.

"Coordination of services should be ensured through consolidation of all Federal activities relating to child development in the Office of Child Development, and by coordination and planning by state and local bodies. When a state's efforts are unable to meet the needs of its children, direct Federal funding to local projects should be required."

Four our second recommendation, we emphasized that the legislation must ENSURE THE QUALITY OF CHILD CARE SERVICES. "WE RECOMMEND THAT THE QUALITY OF CHILD CARE SERVICES IN AMERICA BE ENSURED THROUGH INNOVATIVE AND COMPREHENSIVE TRAINING OF CHILD CARE PERSONNEL IN ADEQUATE NUMBERS: PARENT AND COMMUNITY CONTROL OF SERVICES: MONITORING OF SERVICES AND PROGRAMS WITH ENFORCEMENT OF APPROPRIATE STANDARDS."

Although eight years have passed since this document was written, its recommendations, based on the week long deliberations of over 200 Forum members, provide vital guidelines for the development of legislation which will give substance and direction to a long neglected and urgent need. Americans need to realize that what we do NOW about the needs of children and families, will determine not only the future of today's children, but the future of all of us who will live in the same world with them when they are grown. We are not discussing a change which WILL happen; we are discussing a change which HAS ALREADY occurred. What is happening to children is not the fault of their parents. They must work, in order to support their families and provide a minimum level of subsistence for their children. The responsibility is this country's, for not providing children with what they need IN TIME, while the critical early years are shaping their lives. To turn our heads, to ignore the neglect of so many of America's children, is not only to damage them, but to endanger the quality of life in this country. The fate of today's children, and of the quality of life in America tomorrow, hangs on your deliberations, the decisions you make, and the rapidity with which this legislation is passed, signed and implemented.

THERESE W. LANSBURGH
3503 MIDFIELD ROAD
BALTIMORE, MARYLAND 21208

October 25, 1977

Mr. Hamilton Jordan
The White House
Washington, D.C. 20500

Dear Mr. Jordan:

I am deeply concerned and alarmed to learn that serious consideration is being given to the possibility of establishing a Department of Education, and transferring Head Start to that Department. I have no objection to the establishment of a Department of Education per se, except that it would strengthen the ability of educators who are trained in and concerned primarily about the elementary and secondary fields to lobby to take over early childhool education, Head Start and day care.

I do have very serious concerns, however, about the placement of Head Start in either an Office of Education or a Department of Education. There are a number of reasons why such a move would not be in the best interests of children.

1) The developmental needs of young children and their families require a broad based approach, which supports families in their efforts to provide for their children, and which addresses the emotional, social, physical as well as the intellectual growth of young children. Head Start is not solely an educational program, but one directed to the enhancement of the development of the whole child, since, particularly, in the preschool years, all growth is interrelated. In some states there is a committment to this type of approach to young children in Departments of Education. However, in many states there is not the same understanding that young children need more than a purely educational program. The expertise which has been built up in Head Start programs under arrangements, many of which have existed for twelve years, could be seriously undermined.

2) Parent Involvement has been a strong component of Head Start programs and their effectiveness. To achieve such involvement and the positive effects it has had upon the parents themselves, and upon the development of their children, would be difficult if not impossible in many school systems, where authority is vested in a School Board and Administration which is far removed from individual schools.

3) Delivery System. A key facet of Head Start has been the pluralistic delivery system, which has encouraged initiative and hope for many who have previously considered themselves left out of our system of democracy. I would hope that the

present diversity could be maintained in the future. Moving Head Start to a Department of Education could negate progress which has been made and hopefully will continue to be made, in this area. Moving Head Start to a Department of Education would make this crucial part of the program extremely difficult if not impossible to maintain. It would also give the Department of Education a foot in the door for the takeover of early childhood services, including day care, and would undermine the concept of a Child and Family Services type Bill which is urgently needed, especially in view of the day care provisions of the Better Jobs and Income Program. I devoutly hope that there will be general public support for, and comprehension of, the urgency of the issues involved, to assure passage of such a Bill. The publication of TOWARDS A NATIONAL POLICY ON CHILDREN AND FAMILIES by the National Academy of Sciences, added to the impact of the publication of ALL OUR CHILDREN, by the Carnegie Council on Children, should help awaken many Americans to the necessity of a support system to assist families to rear children to become stable, responsible, independent, and contributing members of society.

4) Targeting of programs to children who need them most. One of Head Start's great assets has been that it has reached those most in need. Judging by past experience, the schools have not always allocated priorities to those most in need in too many instances.

5) Traditional priorities within the schools would remain ahead of Head Start. Head Start would be, in many instances, receiving attention only when previous priorities have been met. In many jurisdictions, the schools have not been able to meet the responsibilities now delegated to them. Additional assignments could be overwhelming, and could result in a neglect of our most vulnerable children at the most vulnerable period of their lives.

6) The schools already are one of the biggest businesses in our country. Their focus should be on improving services for programs for which they are now responsible, not on further expansion. Where a Department of Education has evidenced interest, initiative and knowledge of early education, they could be given some of the responsibility for expansion for Head Start through local decisions. But to tinker with what has proven to be an exciting and positive intervention in preventing the cycle of poverty from being perpetuated and to mandate that all Head Start must, regardless of local committment, be placed within Departments of Education, would be step backwards.

I enclose a copy of the comments which I submitted to President Carter's Transition Team on Child Development Issues. These recommendations have been strengthened considerably by recent findings. The George Washington University study of Head Start found significant gains in intelligence and achievement, positive impact on health, gains in self concept, and other gains for both children and their families. Dr. Irving Lazar, following up on experimental preschool programs, including one Head Start program, has found significant delayed gains in the eighth grade. Children with quality preschool experience performed nearly a grade level ahead of controls from similar backgrounds who had not had the advantage of these experiences. Only half as many, in some programs, had to repeat a grade. This proves that quality childhood programs are not only good for children, but are cost effective.

I do hope it will be possible to maintain Head Start, its initiatives and its significant contributions to the lives of many children and families, and not to destruct the program by moving it to the Department of Education.

Sincerely,

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Enclosures

cc: Mr. Richard A. Pettigrew

March 7, 1978

THE SUB COMMITTEE ON CHILD AND HUMAN DEVELOPMENT OF THE
SENATE COMMITTEE ON HUMAN RESOURCES

Hearings as the Basis for New Child Care Legislation

Comments submitted by:

Pamela C. Christopher (Mrs. Arthur J.)
10 E. Riding Drive
Cherry Hill, N.J. 08003

My remarks are directed to you on the basis of personal experiences since 1969 as a child advocate who has been involved from the beginning of our Federally funded Day Care Programs in Camden County, a program which now serves over 1200 children at a cost of about $4.5 million.

During my involvement I have served as a business administrator, a program director, a board member of a center and a nursery school, a fund raiser, and to help build public awareness. I have been involved in State level task forces to serve children. Currently I am a board member of our Camden County United Way, with specific responsibility in the area of children's services; a board member of our Camden County Office for Children; a member of a State Legislative Committee on Child Care; and a community member of the Inter-Departmental Committee (State Department of Human Services and Education) on Voluntary Accreditation for Licensed Child Care Programs (from nursery schools to day care centers).

Family stability and self-sufficiency can be strengthened by quality child care. In 1970 when our funded programs were underway, many of the children served were from welfare families -- a mother in school or work/training. Today, some of these same mothers have graduated from college (some began with less than a high school degree) and are working as educational supervisors or directors of our community day care programs. A good number of our para-professional (2-year college) people also began the same way.

It is my firm belief that good day care not only benefits the children and families served, but the communities in which they live. 80% - 90% of the cost of child care is paid out in wages--a job market consisting mainly of jobs in the $6,000--$10,000 range. These employees together with the families served provide a community model for self-improvement as well as to act as community resource people.

If our society really wants to strengthen family life and move families off welfare into productive society, this community-based approach has to be a winner. I have personally met and worked with mothers who could hardly manage their daily family responsibilities. As their children began to flourish in day care, they began to have a greater sense of self-worth (we all know our pride in our children does wonders for the self!). They began to look around at other families who were trying to and gaining, and to have confidence to try one more step themselves--and so it continues.

Many critics point to failures--ones which I believe can be largely attributed to poor administrative and philosophical leadership at various levels of government. The weakness most pointed to is fiscal management. This should have been predictable. How many of us are well trained in bookkeeping, cost accounting and functional budgeting? Many levels of government have not done such a good job in these areas either! Yet we expected community-based programs to be started and to have these skills without any technical assistance. I submit that this was an unrealistic expectation.

Every effort must be made to assure flexibility of program design so that communities can choose their own directions and program models to meet their specific needs; and qualified technical assistance must be available in certain areas to be defined within each community. My comments are directed at changes or improvements involving Federal initiatives which I believe will improve both the management of community day care and its effectiveness as a tool in strengthening family life.

Day Care Need Is Not Income-Related

Using income as the basis for determining the need for care is backwards--the income does not exist if the parent is not free to work. In other cases, day care may be needed because there is no one who can provide adequate care for a child. We should not restrict care to certain income groups, but make it available with sliding fees to those who need it for valid reason.

The Funding Role and Fees

When our County began funding child care under Title IV-A, everyone paid a flat fee (State regulation did not allow sliding fees) with Title IV-A picking up the major share of the cost. The welfare family received their fee as part of their ADC grant and then paid the center. The only exceptions were a few protective service children for whom the State paid. As a general rule, fees were collected and parents had a sense of pride and ownership. Obviously we were able to serve more children this way. At the same time, local groups were willing to provide match funds (our State did not put up State dollars for community initiated centers) because they were willing to help parents who were helping themselves.

With the advent of Title XX, the State Plan ruled out fees; many centers saw a noticeable drop in parental interest.

Fees, on a sliding scale related to income and family size, should be part of child care. These fees should be matchable to the extent that the community and State provide equal dollars for child care. Such a system would reward parents (as we do other donors) for their efforts and would generate much needed additional funds for children's services. If this results in more funds available for match than there are matchable dollars available, the community should be allowed to develop and fund additional services which would enhance their local service network and capacity.

Federal regulations should require States to set up appropriate fee scales, giving due consideration to community input, and should allow States to recognize appropriate area variations in fees.

Equal Parent Choice

Parents must be free to choose the type and design of care which best meets their needs -- this choice must not be distorted by inadequate funds. Currently in our State, families who receive allowances for child care through the ADC process can expect to receive no more than $22.50 (about $.50 an hour for a 40-hour week) a week, a figure considered adequate by the State for family day care. In contrast, center based care in New Jersey is $50.00 a week for pre-school. ADC families must choose a service of much less quality for their children who may well have greater needs.

The welfare system also establishes a class of children who are not eligible for child care--those whose parents are determined to be unable to work or be trained. These children may also need quality child care including nutritional services, yet they are neglected in the name of the parent classification. Head Start serves some of these families. Longitudinal studies now show this program has had positive and lasting effects on the child and his family. Expanded part-time services like Headstart are needed for these families. Federal guidelines should encourage States to allow full day care programs to also serve these part-time needs. (Our current contracting procedures make it virtually impossible to serve anything but Title XX eligibles.) Blending types of programs promotes economy and more importantly provides a healthy mix of families who learn from and help each other.

Child Care, a Multi-Disciplinary Approach Via Many Channels

Child care is a multi-disciplinary approach which looks at a child and his family in relation to the total family needs and the community. It is supportive of family, not instead of family. In contrast, our public education system generally puts goal setting and management completely within the control of the system. Parents, at best, are occasionally invited to visit and are more likely to be valued as fund raisers. This is not to say, however, that child care should not be part of some educational systems which may be more enlightened, rather than that there must be choices. Each community must decide how education, social services, and health, etc., can be linked to maximize the quality and quantity of comprehensive services to children.

Child care funds can be channeled in several ways, but should also be coordinated in some way.

1. Funds for full-day care for children of working/school parents should be broken out from other social services. Day care allows a family to be self-sustaining rather than to become one dependent upon a variety of theraputic services to remain even marginally together. The two types of services are not comparable and should not compete for dollars.

2. Children and families in need of a fair opportunity for the child to develop despite parental handicaps should continue to be served in multi-disciplinary programs like Headstart. Funds for this purpose should be channelled through Headstart which has a special focus and ability to serve these children.

3. Protective Service children and Special Needs children require additional attention which reflect additional costs for staff and equipment or facility modification. When possible, they can be mainstreamed, but some will require special programs. Money should be earmarked for these services and be channelled to programs as they serve these children. These funds should be channelled through an agency which has special skills in serving these children.

Training Emphasis on Provider Level

Communities may have a documented need for certain services which require specific training. Yet the community may be isolated from a training source and unable to attract pretrained personnel to the area.

Camden County faced just such a problem in 1970 when our first programs were funded under Title IV-A. There was no college in South Jersey offering Early Childhood Education; the closest thing was a costly trip to Philadelphia. We tried bringing Philadelphia to Camden, but our State was not willing to recognize credits for courses so offered. We had program staff willing to take courses, but no way to finance them. State personnel recognized that we needed to be funded to get our personnel trained. Our first Service Contracts were with a stipulation that we would see that training occurred. With a career field now opening up, our local OEO provided the financial impetus to bring Glassboro State College together with Camden County College to set up a New Careers course in Early Childhood. Natural growth occurred--Glassboro added a four year program and now graduates from Camden County can move on to Glassboro for a four-year degree without losing any transfer credits. The end result has already been pointed out -- welfare mothers now as directors and educational supervisors.

In contrast, State agencies have the ability to hire from a much broader spectrum, and to pay salaries that are more attractive. They should be expected to hire qualified people for the job, be it early childhood, management and fiscal control, or whatever. Funds should be available on a limited basis for additional training of personnel who move up the career ladder substantially. This would more nearly parallel the industrial procedure. Companies do their own training at lower job levels, while in the top level positions, for people who are expected to continue to move up, additional company funds are made available for specific advanced training at the college or graduate level.

One other aspect of training needs to be addressed. What constitutes proper training for a person to be able to teach? Currently this is through the college degree process. Is it not possible that people can acquire skills through experience? I remember being in a high school where many of the teachers had majored in their specific field of interest rather than education. High school graduates from this school were welcomed by all the colleges.

New Jersey is now exploring a process for recognition of program quality sufficient for licensing through an in-depth evaluation of a program and its chief "teacher". The process is similar to the Headstart CDA, but involves a more in-depth evaluation. Let me make it clear that this process will not give credentials to an individual but will allow a program which measures up to be licensed and operate without a traditionally certified teacher. It is my personal long-range hope that, if this system is successful, we will reach a time when those special people who meet intensive on-the-job evaluations standards will be recognized as equals to those who receive a traditional degree based primarily on textbook and lecture work with limited on-the-job experience or training.

The Role of the Federal Government

Federal roles should be mainly in the areas of setting standards both for quality of all child care and to direct lower levels of administration, directing and coordinating the flow of federal money, and monitoring. In order to carry out effective monitoring, evaluation, training, and technical assistance, every effort should be made through federal regulations to encourage local areas to fund agencies, systems and schools already in place rather than to set up in-house bureaucratic units. In-house units tend to be self-serving while services funded through local agencies tend to be more objective and to identify and deal with specific local needs. Standards should also encourage service delivery from community-run programs rather than State operated programs. They should include provision for specific time-restricted waivers to meet documented local difficiencies.

Monitoring standards should include: -- (1) Federal monitoring of States or other local groups to whom the federal government channels money directly to be sure that they are maintaining appropriate management and fiscal accountability as well as meeting their contractual obligations to sub-contractors. (2) Federal monitoring to be sure that agencies who are sub-contracting services are doing proper monitoring and evaluation of sub-contractors, as part of their decisions-making process to fund agencies.

Monitoring and evaluation reports should always be seen by the agency being reviewed and part of the report, as filed, should include agency comments on findings.

Quality standards for child care have long been a difficult issue--I have no ready answers. However, I believe standards should lean toward the more stringent rather than to chance potential neglect. With an appropriate waiver procedure, such standards could be relaxed when an area can provide reasonable cause or show equal compliance. Failure to set quality standards could result in tax dollars being used to promote neglect -- certainly this should be avoided at all levels.

Thank you.

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GOVERNMENT RELATIONS

NATIONAL EDUCATION ASSOCIATION • 1201 16th St., N.W., Washington, D C 20036 • (202) 833-5411
JOHN RYOR, President
WILLARD H. MCGUIRE, Vice-President
JOHN T. MCGARIGAL, Secretary-Treasurer
TERRY HERNDON, Executive Director

March 13, 1978

The Honorable Alan Cranston
Chairman
Subcommittee on Child and Human Development
Senate Committee on Human Resources
A-424, 426 Immigration Building
Washington, D.C. 20510

Dear Mr. Chairman:

On behalf of the 1.8 million members of the National Education Association we wish to commend the Senate Subcommittee on Child and Human Development for its leadership in the area of child care and pledge our assistance in your efforts to enact comprehensive child care legislation.

Every day as teachers we face the contrast between children who have not had the opportunity to experience quality child care with those who have had such an opportunity. Therefore, instead of discussing the obvious need for these services we urge your Subcommittee to direct its attention to the ways in which we might meet these needs.

The 1977 NEA Delegate Assembly reaffirmed NEA's long-standing commitment to the provision of voluntary universal early childhood education and care when it adopted the following resolution:

> "The National Education Association urges the enactment of federal legislation to assist state and local communities in providing child care services, including childhood development programs."

In considering who should administer child care programs at the local level, it is our strong belief that there should not be one federally mandated delivery system. Rather local communities should have the opportunity to determine the kind of programs which will best meet the needs of that locale. In making such a determination, it is essential that parents, teachers, and child care providers be given ample opportunity to participate in the selection process.

Given the resources and experiences of the public schools, the NEA urges that public schools be considered, along with non-profit organizations and other child care providers, as eligible prime sponsors. We share the view of the many early childhood educators which testified before your Subcommittee that no one model of early childhood education or day care can hope to meet the endless varieties of needs which young children present. Basic concepts and principles of child development which acknowledge and support individual needs of learners demand the wide varieties of models that programs such as Head Start, Follow-Through, and others have exemplified. This is the kind of child care that NEA supports so that when a child leaves the child care program and goes on to what is more formally considered to be school there is a carry-over component.

In order to provide quality programs for child care, a number of components must be present: education, health, nutrition, recreation and special services. We feel that these comprehensive services will result in the better development of the child's self-awareness, positive self-concept, and physical and intellectual growth and realization of full human potential.

In addition, the National Education Association believes that it is essential that any comprehensive child care legislation include a training component which will allow for the continuing development of quality personnel.

Thank you for your consideration of our views and we look forward to working with you in the coming months on this important legislation.

Sincerely,

James W. Green

James W. Green
Assistant Director for Legislation

JWG/sb

NOW NATIONAL ORGANIZATION FOR WOMEN NEW YORK CHAPTER □ 47 E. 19 ST., N.Y.C. 10003 □ (212) 674-8950

March 14, 1978

Senator Alan J. Cranston
Room 4230
Dirkson Senate Room
U. S. Senate
Washington, D.C. 20510

Dear Senator Cranston:

I am the Child Care Coordinator for the New York Chapter of the National Organization for Women, a voluntary position I have held for close to two years.

During this time I have received countless telephone calls from women in New York City desperately in need of quality day care for their children. The situation is purely economic. Under Title XX low income women (hardly any two-parent families qualify any longer as the income ceilings have been steadily decreasing and squeezing two paycheck families out) can receive government supported day care for their children. In the private day care market, women who bring in a second income can usually find child care, although it often consumes an enormous amount of their paycheck. The people I am talking about, married or divorced, fall in the middle--too "affluent" for public day care, yet struggling to support their families and unable to really pay the market price for care.

I am sure others have quoted you statistics on the numbers and percentages of working mothers in the United States (some 45%), of female headed households, of divorce rates. The situation changes every day. Yet the structure and organization to support families under these changing conditions simply does not exist. For Americans in the $20,000+ income brackets (most often arrived at, according to the Bureau of Labor Statistics, solely by the two paycheck method) tax deductions for child care may be enough. For those struggling to support a family on $12,000, it is not.

I do not believe, however, that the situation must remain this way. There is much that could be done on the federal level to alleviate the pressure for working middle income families and we congratulate you for making this inquiry.

1. Expand the tax incentive policy to offer rewards to businesses which provide free day care facilities to their employees, both male and female.

2. Increase Title XX funding to the states so that they can afford to expand their day care programs to include families with up to 115% of median income and specifically target the funds for that purpose. I underscore this point because other programs are competing for Title XX funds. The benefits here would be threefold. One, existing facilities would be utilized to provide much-needed services. Two, some income would be generated, with fees charged on a sliding scale. Three, this would end the de facto segregation which exists in public day care today.

3. Federal education funds could be made available for public schools to remain open until 5:30 p.m. so that school-aged children could engage in recreational activities with their friends and not be thrown out onto the streets at 3:00 p.m. when most parents work until 5:00 p.m.

4. A program which would support multi-purpose community centers seems appropriate. In addition to the needs of families with young children, these centers could remain open virtually 7 days a week, 24-hours a day to meet the needs of senior citizens and youth. I believe the need exists for interrelationships between people and not merely categorical programs aimed to meet limited needs.

I appreciate the opportunity of submitting my ideas and hope to be hearing of any legislation you may propose.

Sincerely,

Adrienne A. Leaf

Adrienne A. Leaf
Corresponding Secretary and
Child Care Specialist, Family
Relations Committee

DCCS

Day Care Council of Suffolk County
484 TOWN LINE ROAD, COMMACK, N. Y. 11725

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March 7, 1978

Senator Cranston
Room 4230
Dirkson Senate Room
U.S. Senate
Washington, D.C. 20510

Dear Senator Cranston,

I understand that your hearings on comprehensive child development legislation are open to written public comment. I would like to present my views on "delivery system models". I have been involved in day care for about eight years, have started three different centers in three separate states, and have been directing one school for five years that serves one hundred eighty families. I have also visited early childhood schools in England and France.

There is simply no doubt in my mind that child development programs for three and four year olds can and should be free and universal, and should have the resources to attract excellent teachers. This implies, of course, an extension of public education. That ideal world will come eventually, I am convinced, because it is the most logical and democratic way to provide services to children.

In the meantime, there is much that could be done. Our present system is very divisive in our society because it funds services only to the very poor. In our County, a woman who begins working can receive child care of $50/wk, enabling her to work with the assurance that her child will be will cared for. If she is successful in her job, and receives a pay increase of a few dollars per week, she can become ineligible for day care services. A five dollar a week raise can mean a fifty dollar a week expense to her. Title XX programs definitely need to mandate a sliding fee scale designed to keep these parents employed and to encourage them to progress in their jobs.

Such provisions would have an additional benefit of opening up existing "public" centers to the public. At present, we have a strange anomaly, in that "public" centers are open only to the very poor, and day care becomes identified with poor working parents.

In practice, we have found that all children benefit from child development programs. Ours serves mainly middle class families, and our children come from age two to six, some for morning programs, some for full day. If child development is the objective, I find that day care fits in very nicely and the children seem to tarive. At present, we are also working on developing parent education programs through our Adult Education program in the public school, which is being received very well.

By far the greatest unmet need in our area is for infant care, and this is one area in which I feel that family day care can and should develop far more than it has. However, the network for this service has not been developed at all. At present, family day care looks cheaper than Center care, for the simple reason that this network has not been developed. Effective family day care would require equipped homes, supervision by early childhood specialists, nutrition programs, etc., and I am sure that when this network is implimented that the costs of family day care will be at least that of center care. The service they provide, however, is very necessary, and should be encouraged.

I wish you the best of luck in coming up with a bill. I feel that we have many years of effort before us to develop a delivery system that fills our needs.

Yours truly,

Jacqueline Osborne

Jacqueline Osborne
President

901 Valley Ridge Drive
Apt. 205
Birmingham, Alabama 35209

February 6, 1978

The Honorable Alan Cranston
Senate Office Building
Washington, D. C. 20510

Dear Sir:

It is my understanding that hearings will be held February 8 and February 20, 1978 for the purpose of:

a. examining the need for Comprehensive Child Care Services;

b. based on the need, revitalizing the effort to have legislation written and passed to assure young children equal opportunity to excellent care during their most formative years.

As a preschool professional of many years, and presently engaged in operating a comprehensive child care agency with a service capacity for 800 children at fifteen locations within a 50 mile radius, I wish to urge the following:

A. Funds, (besides those available under Title XX which are each year, with rising costs and risings wages, becoming more woefully inadequate,) must be appropriated to take care of the children of those parents who wish services. Sliding scales, based on income, must be established to assure the opportunity for comprehensive child care to all income groups.

B. Safeguards must be written into the law to establish professionally operated agencies of excellence, so as not to repeat the mistakes made with Headstart funds in 1965 and 1966, which released too much money, too fast.

Pilot program funds should be awarded to already existing programs based on the programs' proven ability to perform. Final federal regulations in regard to sliding scales, staffing ratios, recommended classroom programs, and needed auxiliary services should be written on the basis of the findings from these pilot programs.

C. Those of us who are already engaged in providing comprehensive services should be intimately involved in setting standards, tone, etc. of the legislation. I have high regard for my colleagues on the university level as well as for my colleagues working for national organizations, such as the Child Welfare League, the National Association for the Education of

Young Children, etc. but find them too far removed from the firing lines of reality to deal with the reality of the every day care of children, the reality of having to find funds, the reality of responsibly administering these funds, and of hiring and training staff for them to be the only "EXPERTS" called in for consultation in regard to comprehensive child care legislation.

D. I urge you to leave the supervision of programs to the individual States! They are better able to deal with problems at hand, afford technical assistance, and assess the needs of the people in their communities than a Regional Office hundreds of miles removed from the scene of activity.

E. The inclusion of construction funds is imperative because most communities do not have sufficient adequate buildings to house child care programs. In addition to construction funds reasonable renovation costs of existing buildings should be included.

I sincerely hope that your efforts in behalf of our children will be successful. If I can be of help, call on me.

Sincerely,

Ursula R. Reid

cdca
CHILD DAY CARE ASSOCIATION OF SAINT LOUIS
[redacted]

March 7, 1978

Senator Cranston
Room 4230
Dirkson Senate Room
United States Senate
Washington, DC 20510

Dear Senator Cranston:

Our organization has had extensive experience with a variety of day care funding mechanisms and delivery systems. Without going into exhaustive detail, we would like to recommend that any comprehensive legislation for child day care services include the following concepts:

1. It is important to coordinate day care services with employment and training services. At the present time, employment related services are administered directly by cities, counties or groups of counties but day care services are funded and administered by states. The result is a complete lack coordination. We therefore, recommend that Federal funds for day care be granted directly to cities, counties or groups of counties.

2. It is important to avoid control of child day care services by one element of the community whether that be the educational system, private owners of day care facilities, or whomever. Therefore, we recommend that the responsibility for the distribution of day care funds be given to a citizen's board made of up of representatives of providers, parents, professionals, and local governmental agencies. We believe the Head Start model which requires 50% or more representation of parents to be fraught with problems and generally cumbersome and unworkable.

3. The imposition of federal standards such as the Federal Inter-Agency Day Care Requirements, tends to establish two separate and unequal systems of child day care. We recommend that state licensing requirements be the only requirements imposed on the use of Federal day care funds. We further recommend that, the Federal government use it's considerable authority to gradually up-grade state licensing requirements over a period of years.

4. The present Title XX program allows states to establish systems within which eligible families receive free care (i.e., parents are not allowed to pay any part of the cost) and to immediately terminate services to families who earn $1.00 over the upper limit. Policies such as these are both paternalistic and punitive. Eligible families are,

D. S. PLUMB
President
DONALD CHECKETT
Executive Director

Central Coordinating Agency for Day Care Programs and Services

United Way
of Greater St. Louis

in effect, told they are too incapable to bear any part of the cost. At one dollar over the limit, they are suddenly told that they are totally capable. We recommend that any comprehensive day care legislation passed require all participants to pay some amount (no matter how small) toward the cost of the day care services they receive. Since it is probably impossible to establish a viable sliding fee scale on a national basis or, for that matter, on a state-wide basis, we further recommend that cities, counties, or groups of counties i.e., grantees, be allowed to develop their own sliding fee scales subject to HEW approval or, within broad, general guidelines published by HEW.

5. Recognizing that costs can be expected to rise at approximately 5% annually, we recommend that the appropriations measure which accompanies the comprehensive child care bill, make provision for a 5% increase in funds each year for at least, four years. Such a measure would tend to assure that the level of service stays the same. If some room is to be allowed for program growth so that more children can be served, the appropriations bill should take that in account as well.

6. Our experience tells us that purchase of service systems, such as those used in the Title XX program, provide for the most efficient use of dollars. Working under this kind of arrangement, the purchaser gets precisely what he pays for, with little or no money lost in the process. Purchase of service mechanisms, however, make the creation of new resources extremely difficult and often, impossible. Grant programs such as Head Start, make the creation of new resources relatively easy but often waste funds, i.e., the funds tend to be spent whether the total projected units of services are produced or not. We therefore, recommend that any comprehensive child day care bill allow for a certain percentage of the funds be used on a grant basis to meet first year start-up costs for new and/or expanded programs with the provision that the second year of operation be covered by a purchase of service contract.

Thank you for the opportunity of letting us offer our suggestions. Our recommendations are based on the experience afforded us by Missouri's implementation of the Title XX program and on our many years in the field of day care and early childhood education.

Sincerely,

Donald Checkett
Executive Director

DC:jrr

TEL.: 704/586-5561
704/586-5562

Southwestern Child Development Commission, Inc.

Cherokee, Clay, Graham, Haywood, Jackson, Macon, Swain Counties

P. O. Box 788
Sylva, North Carolina 28779

March 13, 1978

Senator Cranston
Room 4230, Dirksen Senate Room
U.S. Senate
Washington, D.C. 20510

Dear Sir:

It is imperative that a comprehensive child development-day care system be developed and with haste!

Here in North Carolina we have a high quality developmental-day care system developed with the help of Appalachian Regional Commission (ARC) Funds, which by law will not be available to us after 1980. Even now we are experiencing difficulties as the Title XX funds are very short. HELP! HELP!

As to delivery systems: I cringe at the thought of being under the public schools although my background is sixteen (16) years in elementary education. Also and although it is a social program the Department of Social Services has enough and is not trained to do the program part--so--I suggest a children's commission directly under the County Commissioners which will be working cooperatively with Health Department-Social Services and Public Schools, or regional program such as now exists in North Carolina, we serve seven counties.

Enclosed is a "Point Paper" and a letter which you might find interesting.

We are counting on a national program by 1980. Don't let the good programs sink-and this has vital effect on all thirteen (13) ARC States.

Sincerely yours,

Lois Queen

Lois Queen
Project Director

js

Enclosures 2

POINT PAPER - Lois Queen

The need for a comprehensive child development - Day Care program is very complex--not only do working mothers of young children need a safe place for their children, they also need a place which will meet the developmental needs of their children. Certain other children need a stimulating environment managed by trained people to meet their special needs.

Research shows that many children fail in school due to poor langauage development, poor social skills and poor attendence, due to parents failure to recognize the importance of even a high school education. Generally these are the children who are inadequately equipped, even from the day they start school, to take advantage of the opportunity for a bare functional education. Generation upon generation continue in poverty due to attitude, the acceptance of powerlessness to effect any change on their station in life. Without some outside intervention, these fears and hopelessness are transferred to their children, even by the age of five. Thus, we have the breeding ground for early school drop outs, poor mental health and criminal behavior. The Child Development Program,preschool education,is designed to reduce these defects.

Supporting the expansion of prisons and mental institutions has become an insurmountable problem for taxpayers even with full knowledge that most only "isolate" and do little if anything to "cure". Society must look to prevention!! We can no longer ignore the fact that early childhood is when the damage is done and can be traced directly to inadequate home conditions or poor child care arrangements.

From my experience (sixteen years, ten as a teacher, six as principal) in public schools where millions of dollars were spent on special programs in an effort to remediate those conditions which contributed to school failure, there was little progress, it was too late, the problems were to firmly "fixed". **The damage was done!**

On the other hand, I have seen tremendous progress with the preschool child in developmental day care, in correcting developmental lag, overcoming speech problems, and developing a positive self image, as well as securing needed health and other related services for the families.

Developmental day care is the strongest social program which I have seen and stands the best chance of having a lasting effect. The early years are the important years of personality development, as well as developing the capacity to learn. We cannot afford the expense of neglect! The developmental day care program is dealing in part with, but not restricted to, that segment of the population which is destined to becoming wards of society, in one way or another, unless there is strong intervention in the 0-5 years.

The child development day care program is, by all means, the support program to get certain children ready to learn to read. Today's research points strongly to the years before six as the most important learning years in a child's life! All children deserve the right to the early years being good years!

WESTERN CAROLINA UNIVERSITY

DEVELOPMENTAL EVALUATION CENTER
CHEROKEE-CLAY-GRAHAM AREA TEAM
P. O. BOX [illegible]
MURPHY, NORTH CAROLINA 28906

704/837-7516

February 13, 1978

Mrs. Janet Powell, Area Director
Southwestern Child Development Centers
Hayesville, N.C. 28904

Dear Janet,

It is disturbing to hear that your Program may be closing. I am concerned what that will do to the growth and development of the children in our three county area. I have seen many positive benefits of your Program and the loss of these services to hundreds of children in our Appalachian Area would be tragic.

Your centers represent a planned program which is developmentally oriented; learning skills are planned for each child; health needs are closely monitored; nutritious meals are provided daily; and the experiental enrichment programs provide exposure to life situations that would otherwise not be possible for these children.

My staff and I are equally concerned with the handicapped children who we serve and that you have taken in your centers. The loss of their social and developmental intervention would delay them even more. The willingness of your staff to give extra time for planning as well as to avail themselves for additional training by us in working with handicapped children has made a positive difference for these children and their families.

I am aware of one study by a school district in our area in which the entire class (now the 4th grade) was in a Southwestern Center. For the first time in that school's history, the whole class is on reading level. The positive effects on the children seem apparent; however, the Centers have also been positive for the community at large. They have provided employment as well as enabled parents to work and become independent from social welfare programs. The community support is also evident by the many holiday parties; toys; and trips that community clubs and organizations have provided.

I know that what I have stated does not begin to encompass all the benefits of your program. However, I wish to express my support and hope for the continuation of the centers.

Best regards,

Ellen Davis

Ellen Davis
Area Team Supervisor
Cherokee, Clay, Graham Counties

ED:lcd

cc: Dr. Hoyt Ponder

WESTERN CAROLINA UNIVERSITY IS A CONSTITUENT INSTITUTION OF THE UNIVERSITY OF NORTH CAROLINA / AN EQUAL OPPORTUNITY EMPLOYER

February 23, 1978

The Honorable Alan Cranston
Room 452
Russell Senate Office Building
Washington, D. C. 20210

Dear Senator Cranston:

In response to your request for testimony on your proposed comprehensive child development legislation we are sending the following comments.

First, we are gratified to note your concern for and commitment to meeting the needs of the nation's children, and we would like to assist you in your important work in any way we can. The following comments are in regard to service gaps and problems experienced with past and present child development legislation.

In the area of training, we think that if child care programs are to be urged to hire recipients of Aid to Families with Dependent Children, there should be strong and detailed provisions to assure that these people have been properly screened and trained prior to working with children. Not everyone is emotionally or intellectually equipped to meet the many developmental needs of young children. The lack of training provisions was a serious flaw in H. R. 7200. We also think there should be added emphasis on funding parent education programs so that parents are better able to evaluate and select appropriate developmental care for their children.

As we are sure you are well aware, funding is frequently an enormous problem for child care programs. One of the problems occurs when there are lengthy gaps between the passage of continuing funding legislation, or when federal or state regulations take months of preparation. In some states such as Ohio these legislative or regulatory time lags bring about the demise of programs due to the lack of funds. Ohio experienced serious difficulties in providing children's services in a timely fashion under P. L. 94-401 and then again during the transition to P. L. 95-171 funding. Another funding problem has been that in some states, as soon as a mother gets a job with anything like a decent salary, her day care is cut off. This leads to a vicious circle. It forces the mother to give up her job to care for her children or to continue working with possibly inadequate or no care for her children. Child care centers also experience severe cash flow problems in accepting many Title XX clients. In our area four inner city centers were forced to close partially because they had too many Title XX children to keep their financial ship afloat. Under Title XX there is no way to finance needed capital improvements either.

COMPREHENSIVE COMMUNITY CHILD CARE / 2400 READING ROAD / CINCINNATI, OHIO 45202 / (513) 621-8585
Funded by United Appeal & the City of Cincinnati

A further problem which is related to funding is that some legislation has not included a "hold-harmless" clause. Thus, in some states child care funds have been shifted through state budgets to finance other services rather than being used to expand and improve child care programs. We think a "hold-harmless" clause could be very beneficial.

We think a voucher system should be given serious consideration as a means for providing child care. Their use could help prevent the problem of segregating minority and low-income children in certain centers in inner cities. Vouchers could help allow parents greater freedom of choice as to type and location of care. Care could be in homes or in centers; in proprietary and in nonprofit programs.

When child care is tied to welfare reform and employment programs, as in H. R. 9030, "adequate" and "available" child care should be clearly defined. As we require mothers to work we should make sure quality developmental care is defined and that provision is made for it.

A fourth area of concern in comprehensive child development legislation is prime sponsorship. We think that public schools should not be the only prime sponsors of child care. State and local governments could also assume or delegate the responsibility of prime sponsorship. Public school systems should be named as one of the prime sponsors only in states which have adopted preschool teacher certificates. This provision would help assure that teachers and administrators are qualified by training and experience to meet the unique needs of young children, including the needs for healthy physical, cognitive, social and emotional growth and development. No teacher should be placed without appropriate training, retraining or experience with preschool youngsters.

Another concern as you write a new bill should be meeting the needs for care of children of different ages with differing needs. Infant care and care for school-aged children (with a transportation component) should be thoroughly considered. In our own area care for these children is sorely lacking. There are only eighty-one licensed slots for infants in our large urban county. Our agency alone received 223 calls for use of these slots in 1976 and over 201 calls in 1977 for these slots.

Finally, you will find enclosed a copy of our letter to several Representatives on the Jacobs child development amendment to H. R. 9030. Some of our comments on this proposed legislation would also be relevant within the context of a comprehensive child development bill.

Page Three

The Honorable Alan Cranston
Washington, D. C. 20210

February 23, 1978

We hope that you will find our comments helpful in preparing much needed new legislation. If we can offer any further assistance, please do not hesitate to call on us. Wishing you great success in your endeavor, we remain

Sincerely yours,

Margery Jaffe

Margery Jaffe
4C Chairperson

MJ:map

Enclosure

Comprehensive Community Child Care (4C) is the planning, coordinating and advocacy organization for quality child care in Hamilton County. Because of our commitment to quality care, we would like to comment on Rep. Jacobs' child development amendment to H.R. 9030.

We commend Rep. Jacobs' obvious concern for the well-being and education of low-income children in this country. Unfortunately, some aspects of this amendment concern us. We feel that more appropriate goals for this age group would include fostering healthy self-concept and self-esteem; good health, nutrition and self-care habits; sound physical development; and wholesome social relationships. We agree that the "ability to read, write and speak the English language effectively" is crucial to the development of competent citizens.

However, recent child development literature suggests that it is inappropriate to teach these skills directly to preschool children. Emphasis on developing competencies in the cognitive areas of: attention, perception, memory, concept acquisition, mediation and problem solving will lead to accomplishing the goals outlined in the amendment. Attached you will find a summary of appropriate objectives for preschool children which was prepared by well-respected experts in the field of child development.

We also think that a program administrator should not just have "a bachelor's degree in a field of education." We think a degree in early childhood education or child development should be required of administrators. Different skills and knowledge are necessary to support the healthy cognitive and emotional development of preschoolers than are required in teaching German to high school students. The need for specific skills should be recognized. Where states have adopted preschool teaching certificates, the administrators should be required to have them.

COMPREHENSIVE COMMUNITY CHILD CARE / 2400 READING ROAD / CINCINNATI, OHIO 45202 / (513) 621-3535

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Page 2

We are glad that Rep. Jacobs recognizes the need for continuity of care in his statement that "a child who commences any program established by this act shall not subsequently become ineligible for services . . . because the child's family ceases to be an eligible family unit . . . ."

If this program is to depend largely on the services of volunteers who may or may not have any education or experience in child development or in the workings of public schools, we think that a minimum of twenty hours of training is far too low. We would suggest that volunteers should be trained for at least two weeks, full-time. The components of their training should be clearly specified in the law or in regulations.

Finally, if the preschool program will be located in public school buildings, there should be a statement in the proposed legislation that the facilities must be able to comfortably accommodate the needs of three to five year old children in terms of size, amount and type of learning and other equipment. With this as a reasonable goal, we wonder whether $126,666 per fiscal year is adequate to the task at hand.

We hope you will find our comments useful as you proceed in the important task of reforming the welfare system, and we appreciate your consideration of our ideas. Please call our 4C office should you need or desire further clarification.

Sincerely,

Margery Jaffe, Chairperson
Comprehensive Community Child Care

Enclosure

MJ:bwc

These norms and objectives have been prepared from Early Childhood Programs: Developmental Objectives and Their Use, by Annie L. Butler, Edward Earl Gotts and Nancy L. Quisenberry, Published by Charles E. Merrill Publishing Company, Columbus, Ohio in 1975.

COMPREHENSIVE COMMUNITY CHILD CARE / 2400 READING ROAD / CINCINNATI, OHIO 45202 / (513) [illegible]

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GROSS MOTOR OBJECTIVES FOR PRESCHOOL-AGED CHILDREN

1. To engage in a variety of activities which require balance and total body control.
2. To engage in a variety of activities which require rhythmic movement.
3. To dress oneself with the exception of tying and working difficult fasteners.
4. To climb large climbing equipment such as slides, jungle gyms, fire poles, abstract climbers, etc.
5. To ride and guide wheel toys such as tricycles and wagons.

FINE MOTOR OBJECTIVES FOR PRESCHOOL-AGED CHILDREN

1. To develop the hand control which is essential for writing, drawing and handling eating utensils.
2. To develop the eye-hand coordination which is essential for using construction toys and moderately difficult puzzles and form boards.
3. To control scissors when roughly cutting (i.e., when cutting approximately) along the outline of a simple figure or design which the child has drawn.
4. To acquire the coordination needed for lacing, paper folding, buttoning or loose tying.

ATTENTION OBJECTIVES FOR PRESCHOOL-AGED CHILDREN

1. To direct attention to one activity of interest even though other activities are possible.
2. To redirect attention from one object to another.
3. To voluntarily focus on an appropriate activity or piece of equipment when requested to do so by the teacher.

PERCEPTION OBJECTIVES FOR PRESCHOOL-AGED CHILDREN

1. To recognize new objects.
2. To recognize characteristics which distinguish one animate or inanimate object from another.
3. To hear and understand separate sounds and sound combinations (i.e., words, phrases, sentences).
4. To recognize something after seeing only part of it.
5. To recognize familiar objects from pictures.

MEMORY OBJECTIVES FOR PRESCHOOL-AGED CHILDREN

1. To repeat simple nursery rhumes, poems and songs that are used regularly at school.

2. To remember important personel data such as one's address and one's parents' names.

3. To recall the main details of stories, recite numbers in order and follow at least three directions.

CONCEPT OBJECTIVES FOR PRESCHOOL-AGED CHILDREN

Adjectives

1. To give fairly complete descriptions of the qualities of objects.

2. To show a growing awareness of abstract ideas (e.g., sweet, older, prettier, easy).

Classes

1. To verbally classify things according to whether they are the same or different (e.g., they look alike or they do not look alike; they sound alike or they do not sound alike).

2. To group things which go together.

Number

1. To arrange on the basis of verbal instruction, objects of varying lengths from small to large so that they match a visible model.

2. To arrange three objects of varying sizes in order from small to large.

3. To tell which of two objects is larger or smaller.

4. To tell which of two areas is larger or smaller.

5. To acquire a vocabulary of number related words.

6. To count accurately.

7. To know the ordinal positions of first, middle and last.

8. To understand that when something is cut into halves, two pieces are left.

Space:

1. To acquire a receptive vocabulary for spatial relationships (e.g., top, middle, corner).
2. To develop a concept of distance (e.g., far, near).
3. To indicate the relative positions of things to one's body (e.g., behind, in front of, inside, outside).
4. To extend the concept of relative position from oneself to other objects (e.g., next to the table).

Time

1. To relate the times of the day to activities that take place during the day.
2. To use the future tense, present perfect tense, and past perfect tense in addition to the present and past tense.
3. To recognize before, after, later.

Causality

1. To seek information about cause-effect relationships.
2. To experience oneself as a cause of things that happen in one's environment.
3. To experience outside objects and things as causes and effects and to eventually understand that only animate things cause effects.

Nature.

1. To recognize major land features and weather phenomena that are within the realm of the child's experience.

MEDIATION OBJECTIVES FOR PRESCHOOL-AGED CHILDREN

1. To be able to form associations between pictures and verbal descriptions, between objects and labels, between objects and functions, and between past experiences and present observations.

PROBLEM-SOLVING OBJECTIVES FOR PRESCHOOL-AGED CHILDREN

1. To engage in problem-solving experiences.

THE TROUBLE WITH TITLE XX:
A REVIEW OF CHILD DAYCARE POLICY

by Gwen G. Morgan

INTRODUCTION

A new administration in Washington always brings new hope for a better future, and nowhere is this more the case than among the advocates of improved child daycare policy. Policy change, within the realm of the practical and feasible, is badly needed. For ten years now, the providers and advocates of daycare have been spending incredible energy in trying to avert inappropriate policy decisions, or in trying to undo decisions which should never have been made. Forced to respond, government officials have been engaged in a time-consuming struggle, which has used up both people and money. Surely there must be a way in which the talents of child daycare providers can be used in caring for children rather than in a Sisyphus struggle to push the rock of child daycare policy forever up a steep hill.

Impatient with restrictive guidelines, inappropriate regulation, costly payment policy, and insensitivity to family problems, human service providers are becoming increasingly well organized. More and more, policy is being made through a process of negotiation between organized providers and fiscal people at the state level. The voice of the citizen and consumer is not part of this process. Long term policy issues will be forgotten in favor of immediate money issues if this direction in policy-making continues. The child daycare scene is increasingly provider-dominat except in a few locations where consumer-oriented information and referral centers play a strong role, or where an association of citizens funnels the money to the centers.

Policy-makers and advocates for daycare appear to be operating from different underlying assumptions. For one thing, Title XX administrators appear to see the child daycare provider under that funding source as a "program." Thinking in terms of program, rather than policy, they have ignored the efforts of providers to use Title XX as just one strand in an overall effort to serve the whole community, bringing together all sources of public and private funds. They have failed to consider the effect of policy decisions on the children who need care and whose parents are paying the total cost.

The country already has a widely diverse network of child daycare services. Ten billion dollars is being spent, and even more childcare is provided through non-monetized arrangements in the immediate family and with relatives and friends. Of the monetized daycare, two billion dollars comes from the federal government; another billion and a half comes from state and local governments and private donations; and six and a half billion is being paid by parents.

Such an extensive and important network of services needs some overall policy direction as the government seeks constructive ways to fit its itle XX piece into the whole daycare puzzle. Instead, the government as made policy as if the non-publicly-funded children were not there.

In 1970 at the White House Conference on Children, Dr. Alfred Kahn chaired a Task Force on Delivery Systems to try to bring greater clarity to discussion of child daycare future policy. The first question addressed by the group was whether a new, government-run "program" was needed when the expected Child Development legislation became reality. The group concensus was that new daycare policy should build on the existing network of public and private centers and family daycare homes, improving them and linking them rather than creating a new system. Yet that issue has been little understood in the years which have followed. The Task Force also urged continuation of a variety of auspices and types of service with an emphasis on parent choice.

What does the future hold for child daycare? The service could go in several directions, depending on which vision predominates.

(1) There is the traditional social service view of child daycare, which creates the service in its own image, as a help to families in trouble. The service can be viewed as treatment of a problem or as prevention of an identified potential problem

The network of day care does not quite fit this image. One-third of the mothers with preschool children and one-half of the mothers with school age children are employed. Between 11 and 12 million of the 18 million children with working mothers have mothers who work full time, an increase of about 30% since 1965. While some of these families have troubles, many are strong and healthy, working to maintain self-sufficiency and to improve the quality of life for their children.

When child daycare is run by an agency staffed with professionals with social work training, this daycare for healthy families is often seen as a low priority. It is very difficult to work in an agency engulfed with human crises and see a need for giving priority to children in healthy families. Yet many believe that viewing daycare from a perspective of health is essential for a high quality child daycare program. One researcher[1] found in cross-cultural comparisons of child daycare that the successful programs around the world, among other characteristics, "assume the inevitability of a good outcome because they see themselves as working with essentially normal children in need of help and guidance and not sick children in need of treatment." Such a health-oriented daycare program is of course an invaluable therapeutic community for children and parents with problems, but that does not define the program.

(2) The early childhood educators have tended to make daycare over in their image, too. Child daycare is like a school, whether in a center or family home. If the agency running child daycare is staffed with educators, the emphasis is likely to be on learning, rather than on total development of the child. While educators are better able to focus on the healthy child, they have tended to be child-centered, viewing the family as part of the external environment of the program, rather than central to it. The implication is that experts know more about children than parents do. Child daycare is of interest to educators, but is not a high priority.

(3) Another model for daycare in the future might be called a consumer model. Here the emphasis would be on helping parents make informed choices. The family would generally be considered competent to make child daycare decisions, and the role of policy would be to support and strengthen that competence through providing educational materials, consumer-oriented resource and referral centers, and a funding mechanism geared to the consumer rather than to the provider. The regulatory system would become a support to parents with a consumer protection perspective. Professional expertise would be "on tap, not on top."

Recently there have been many books and articles warning against a delivery system for child daycare organized as a large government-run "program" and recommending something like a consumer model. Some of these writers believe that tax legislation alone can provide (without unwieldy government red tape) the financial assistance needed by parents who are not poor. Others believe that a group caught in the middle, the two-parent working family and single parents above the poverty level but not wealthy enough to pay a sizeable amount for their child care, need additional help in the form of vouchers on a sliding fee scale. Those arguing for tax legislation alone have not yet adequately defined how this issue of justice to the family caught in the middle is to be dealt with. Many writers are analyzing the figures on child care arrangements made by families, and discovering that most families now, as in the past, are making their own arrangements, often within family resources, and do not need formal child care centers or regulated homes.

Yet for families without relatives or friends to care for their children, the need for child care can be a desperate one, as any referral center can attest. Those working families who are not eligible for government subsidy and not wealthy enough to benefit fully from the tax credit may be a minority, but they are a significant minority. It is interesting that Senator Kennedy added an amendment, which failed to pass, to the recently enacted Tax Reform Act, which would have given child care money as reverse taxes to those families not wealthy enough to pay a tax.

Another form of the consumer model would make use of vouchers or of a central organization with a family supportive philosophy. There are interesting models in Orlando, Florida and Wichita, Kansas of systems which have created mechanisms for universally accessible child daycare. In Orlando, parents are given a choice of three programs, with the option of rejecting all three and continuing to search. They are given some guidance as to what to check for when they visit centers. No center may include more than 30% subsidized children. Parents pay on a sliding fee scale and the central agency, a 4-C, is billed for the difference. Funds come from Title XX and a variety of other public and private sources. The Orlando system is not perfect, by any means, since it works within constraints of federal and state policy. With the addition of some creative regulatory administration and a broader definition of eligibility for subsidy, this system could offer some useful directions for the future.

Where Does Day Care Belong in Government?

Daycare at present does not fit into any place in government. Placed in

Welfare, it becomes low priority, with emphasis on pathology, competing against major crises for attention. Placed in Education, it again becomes a low priority with undue emphasis on learning rather than development, competing against the enormous other problems in public schooling, including a failure to universalize kindergarten, and large new strains caused by the new policy directives to include children with special needs.

Given the size of the daycare network, its $10 billion costs and its countless non-monetized costs, its enormous potential for good or ill with respect to the family, child daycare must be a national priority. Yet placement within any of the present agencies as structures at present will result in its sinking to a lower priority. As part of government reorganization, some thought needs to be given to the appropriate place for needed policy leadership for child daycare.

The appropriate place, speaking rationally and not politically, might be outside HEW entirely, in HUD, which is the successor to the agency which supported child daycare under a variety of auspices in the Lanham Act Days; or as part of a Consumer Affairs agency with a concern for rights of families and children.

Yet, because of the importance of government responsiveness to local coordinative efforts, it is probably wiser to create an appropriate base for daycare within HEW, where the Secretary can take steps to assure working relationships with the other agencies whose cooperation is needed.

It is hoped that the Secretary will not move forward with reorganization which affects daycare without making an effort to crystallize the thinking of the proponents of the consumer model. Making a decision based on past experience with other types of services could result in a typical Epaminandus effect: an inappropriate solution to next year's problem because it was appropriate for last year's problem.[3] The future of the family is important enough, and the relation of daycare to the support of the family critical enough, for there to be some discussion and study specific to daycare before a decision is made.

However, a decision needs to be made within twelve months or even sooner. The present bureaucratic structure is wrong for child daycare.

During the past administration there was an unfortunate division of policy responsibility. The Office of Child Development had responsibility for standards and for some policy. The Social and Rehabilitative Services (SRS) had the money and the staff, and made policy as well. In the Regional Offices and the states there was a good deal of wheel-spinning while the administrators waited to find out who was really going to be responsible.

Right now, SRS is to report to the Human Development agency, and the expectation is that one place in government will have policy responsibility for child daycare. But no one agency has the knowledge and commitment to support the health of the family. SRS is geared to services for a narrow population group, and has made no moves to end the dual child welfare system which segregates the poor. It is unlikely that leadership in a universally accessible child daycare system will come from this agency, without specific mandate and personpower.

The daycare staff in the Office of Child Development has been inappropriately placed in the Children's Bureau, a traditionally oriented child welfare agency.[4] Within the goals and objectives of that agency, there can not be a priority for the elements of the consumer model for daycare policy.

It seems urgent that there be a division of the Office of Human Development, parallel and equal to the Children's Bureau. This division, geared to the support of the American family[5], would have direct control of daycare policy under Title XX or its successor.

A new agency for children and families could administer the child daycare program, the federal initiatives in education for parenting, and family impact research. Supports for the daycare network, such as training and consultation, belong here. Supports for consumers, such as information and resource centers, would be encouraged by such an agency. These compatible activities are of such scope and importance as to justify the creation of an agency to see that they have priority. As in the past, much daycare would continue to be non-monetized, and parents would continue to pay a large share of the monetized daycare. But combining the administration of that daycare subsidized by the government with policy directions which include all children would solve many of the present daycare dilemmas.

In Sweden, daycare is clearly considered to be a social service. However, in Sweden, social services are broadly defined and include support for the quality of life of all, not just the few. For example, parks and recreation are social services and community-controlled daycare for working families is supported as a desirable end in itself unrelated to family pathology. This country has no such philosophy, and daycare cannot fit into any existing agency until one is created with the emphasis on improving the quality of life for all children and their families.

THE TROUBLE WITH TITLE XX

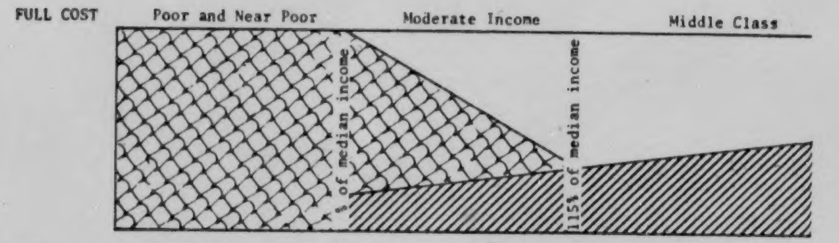
Most daycare is financed with federal Title XX money. These funds, which come through an amendment to the Social Security Amendments, provide 75% federal money for almost any social services the states want to plan. The matching 25% can come from the state or through the state from local public or private sources. Private in-kind matching is not permitted, but public in-kind matching in the form of budget commitment to staff or space, and public and private cash, can provide the matching funds.

This recent federal legislation has far-reaching potential for creating new and bold approaches. Title XX is not a welfare related piece of legislation. It could revolutionize the social service system, providing universally accessible services. Under Title XX, it is possible to shift from provider-oriented to consumer-oriented services.

Five states have already defined eligibility in a way which makes possible universally accessible services. Under this model, the poor are subsidized, the middle class pay for their own services, and working families not able to afford the full costs pay a sliding fee based on their income. It is this sliding fee for the middle group which provides the "glue" to create the universally accessible system.

States which have a sliding fee scale subsidy system and broad definition of eligibility do not have to limit family economic opportunity, or favor single parents over two parents struggling to maintain a family through employment. The model looks like this:

Figure 1



Families regardless of income can use the same program, buying in with parent fees or government subsidy.

▩ - Subsidy by the states using federal money

▨ - Subsidy through federal tax credit

□ - Fees paid by parents, based on ability to pay

However, many states have not yet taken full advantage of Title XX. Five states have defined eligibility at 115% of the median income; others have defined it in various ways. The country appears to be on its way to the policy in the above diagram in some places, with considerable variation. Fees are charged in 30 states, with plans to institute fees in many of the rest of the states.

In states which limit daycare to poor children who get it free, there are major injustices. Families in the middle suffer a "notch" effect; the minute they are able to earn more than the limit for free day care, they must pay the full costs of daycare, which they cannot afford. Some major problems with Title XX have become apparent.

1. The requirement of a single state agency for Title XX forces child daycare into an incompatible Welfare system.

In an effort to achieve coordination, Congress mandated that one agency be selected to administer the entire Title XX program. The result is that child daycare is forced into the Welfare system even though Congress did not intend it to be a Welfare program. A lack of coordination has resulted, and Congress might be asked to change this policy for child daycare.

In some states an Office of Child Development has been created in which child daycare programs could be administered. Yet even these states are forced by the requirement of a single state agency to group daycare with services more oriented to social pathology.

2. State-level control inhibits local officials from consolidating daycare with community development programs, manpower programs, economic development, schools.

During the sixties, categorical programs mushroomed, and local officials were helpless to eliminate duplication and waste, and to fit programs to local needs and goals. Citizens were bewildered by the complexity of their government.

Now the government has a number of block grant programs which are especially helpful to city officials. Daycare, manpower development, and economic development, for example, should be planned together at the local level, and yet it is very difficult under Title XX for local officials to bring this about. Congress or HEW might consider mandating that the states make block grants on a formula basis to cities applying for this responsibility, out of the total Title XX funds.

3. Single state agency means that daycare will not coordinate with Head Start, other programs.

The single state agency requirement means that there is a possibility of coordination at the state level with other child welfare services, but the more important coordination with other agencies has not been well-achieved. At present, there is little coordination between daycare and Head Start, despite a 1967 Congressional mandate.

4. No government agency at present has a family supportive philosophy such as is needed for child daycare.

Since the United States has a commitment to the private sector, policymakers avoid government intrusion into the family. Our agencies are therefore all geared to respond to some problem, not to support the healthy, garden variety family. It would be difficult for existing agencies to offer support for families without identifying problems. An exception is the Education agency, but here there is a tendency to supplant the family for a narrowly defined purpose: learning. This agency looks at the child, too often, out of the family context.

5. Goals of Title XX are primarily adult goals, without priority for prevention and family support.

Each of the five Title XX goals has two aspects, a treatment aspect and a prevention aspect. Since daycare of children is and should be primarily a preventive, family supportive service, the prevention goals have particular relevance. To be effective for daycare, the prevention goals should have the same priority as the treatment goals. Title XX goals are:

Prevention	Treatment
Maintaining economic self-support to prevent or eliminate dependency	Achieving economic self-support to reduce or eliminate dependency
Maintaining self-sufficiency, including prevention of dependency	Achieving self-sufficiency including reduction of dependency
Preventing neglect, abuse, or exploitation of children	Remedying neglect, abuse or exploitation of children
Preventing inappropriate institutional care by providing for community-based care, home-based care, or other forms of less intensive care.	Reducing inappropriate institutiona care by providing for community-bas care, home-based care, or other for of less intensive care
	Securing referral or admission for institutional care when other forms of care are not appropriate, or providing services to individuals in institutions

The above outline separates out all the various goals which Title XX has lumped together. None of them speaks to the quality of care the children receive, and none except the third is a goal for children.

For child daycare purposes the two important preventive goals, maintaining economic self-support and preserving families, are closely related since the family, if it is to survive, must be a viable economic unit. For the viability of the family, there must be jobs. Full employment in national policy is the cornerstone of humane family policy. Parents need to be able to provide food and shelter for their children; they need the self-esteem and autonomy which come with working with others and receiving a pay check for their work.[7] This type of goal, which would enable earnings, rather than limiting them, in the interest of the family, is not likely to receive priority attention under the present bureaucratic arrangements for daycare.

6. Title XX places a ceiling on state expenditures.

When Title XX was passed, the Congress, alarmed over the quantum jump in federal reimbursements to states which were using Social Security Services monies to replace state money in already-existing services, placed a ceiling on the total amount states could spend. Most states have now completed the process of matching their state expenditures with the federal dollars for reimbursement, and are now at the ceiling. Level funding in those states is causing hardship. Furthermore, there is a need for more child daycare. The Congress has raised the ceiling by a small amount for daycare purposes, but because of the lack of a maintenance of effort clause, many states are using the new money for other than daycare purposes. The ceiling needs to be raised.

7. Federal Interagency Day Care Requirements (FIDCR) work against including parents who pay for daycare.

These requirements, developed in 1967, are now out of date and need rethinking. Congress has postponed any further enforcement until Spring 1978 for staffing ratios, to allow time for this rethinking. Title XX has written standards into law, which is going to inhibit needed change and flexibility in enforcement. It would be preferable for the law to spell out the process of arriving at standards, require some re-examination at least every five years, and assure representation of all interests in the process.

8. A sliding fee scale, essential to the concept of universal accessibility, has not been established in 20 of the 50 states, although many are discussing it. The scale itself varies widely from state to state.

Title XX permits a sliding fee scale but leaves the option to the states as to the lower limit, the upper limit, and the fee to be paid. In the states which have had fee scales for some time, such as Connecticut, there may be enough useful experience so that the federal government could spell out a fair fee scale policy which is uniform across the states.

9. Limiting eligibility to the poor keeps people poor.

Five states take their fee scale up to 115% of the median income, but most place an eligibility ceiling well below that level, some near the poverty line. If poverty is a criterion for participation in the program, everyone must be poor and stay poor in order to participate. Middle class families suffer a "notch" effect: the minute they are able to earn more than the limit for free daycare they must pay the full costs of daycare, which they cannot afford. Daycare cannot offer economic opportunity to any family.

It is a catch-22 situation which offers child care in order to provide work opportunity, and then removes the enabling service if the participant is offered a reasonable wage. Parents should be encouraged to provide well for children.

10. Limiting eligibility discriminates against the two parent family, and offers incentives for family breakdown.

This problem has been discussed earlier, and stems from the way statistics group families by income on bar charts. It would be helpful to policy if the census and other population studies would separate the different kinds of families at the same income level: single parent families; two-parent families with one wage earner earning the entire income; two-parent families with two wage earners.

11. Limiting eligibility destroys commitment to continuity of care for a child.

When a family rises to an income above the income eligibility level established by its state, the child care program is expected to expel the child, or move the child to another type of care. Yet anyone with even the faintest knowledge of how children develop knows that nothing could be more harmful to a young child. The state accepts responsibility for a child, and provides relationships which build basic trust and security, then subjects the child to the pain of separation from those familiar people for accounting reasons. It is time that programs serve the needs of children, rather than accountants. The principle should be established that a child, once accepted, has a right to continue in the same program as long as the program is needed. Such a principle could be articulated in the law, or in guidelines, but it is high time that it be adopted.

12. Limiting eligibility segregates the poor.

Our country tends to develop a dual social service system in every field, with the middle class using different services than those used by the poor.[8] The services to the poor then have low status, both for the children and the professionals who work in them, but they serve the function of salving our consciences while protecting us from contact with the poor. Daycare has a different history, and need not go in this direction, although in many places it is far down the road toward segregation. With its history of serving working mothers during wartime, and with the current interest in new roles for mothers, fathers, and children in the family, daycare could easily at this time go in the better direction of universally accessible services.

13. There are disincentives for trying to serve all income levels.

Because those designing guidelines and contract and audit procedures have concentrated on the funded children, the system works against including children who have other sources of funds, such as parent fees, or special needs money. Many programs using Title XX funds are fully funded and serve only poor children. If our daycare programs included private fee-paying parents as well as subsidized children, there would be more of a vested interest in keeping costs down in the long run. Instead of following a conscious policy of encouraging programs to meet their total community's daycare needs, all our fiscal controls are pushing programs in the direction of either taking all subsidized or all unsubsidized children. Some daycare programs are valiantly trying to include a mix of children, but state policy works against them.

If it is desirable to include a mix of children, this policy could be stated in guidelines and law, and auditors could audit for the presence of this mix.

14. Method of payment causes serious cash flow problems, and some programs fail.

States generally reimburse for daycare after the service has been provided, with payments late, and no mechanism for front-end funding. This is a state problem which needs to be examined at the state level. If the state is not able to streamline its payment processes, some kind of revolving fund for interest-free loans to programs waiting for accounts receivable would provide stability. The method of establishing rates of reimbursement per child is arbitrary, and does not represent the documented costs of meeting required standards of quality. Payment and enrollment/attendance are handled differently by the various states. Some reimburse only for the time a child is actually attending, even though the program's incurred costs are just as great when the child is not attending. Others reimburse for average daily attendance, or for average enrollment. Some states reimburse for enrollment, but punish a program when attendance falls below a certain percentage (such as 80%) by a shift to reimbursement by attendance. This means that a measles epidemic causes huge financial losses, which some programs cannot survive. No educational program can survive a policy of reimbursement by attendance: there are better ways to achieve capacity operation. These are problems in state procedures, possibly with some pressures from fiscal officials in federal regional offices. While they could be changed at the state level, some advocates believe that more uniform and supportive fiscal policy should be adopted at the federal level and required of the states.

15. The present system is provider-dominated in most places, rather than oriented in a policy way toward the concerns of consumers of child daycare.

Although it is generally held to be highly desirable for parents to make their own decisions and feel that they are responsible, the present system of contracting, eligibility determination, and referral is tending more and more to emphasize provider issues and to force parents into feelings of dependency on the system. It is possible that a voucher payment system, which automatically would make the whole system more consumer-oriented, might be more desirable to providers and parents alike. Vouchers are sometimes recommended by those who believe that supply and demand will regulate the quality of child care: this idea is called a "market voucher" system. Most economists do not believe that a "market voucher" system would work; quality would probably suffer. However, a "regulated voucher" system, with attention to monitoring quality in programs eligible to receive vouchers, is worth trying out. Vouchers could be prioritized, and a sliding fee could be built into them. If children with special needs, poor children, and other categories come with their own funding, a consumer-oriented system of services which serve their communities could develop. Consumer-oriented resource and referral centers could provide parents with information on selection of child care services. Parent choice of child care could then become a powerful reinforcer of the parent role.

16. Training, consultation and support to the day care network is rare.

Title XX makes available training money, above the ceiling. Since public in-kind matching is possible, along with matching by private donations to the non-public colleges, it would be possible to finance new training without additional state money. Some states are involved in training; in others, no planning has yet been done to meet the daycare training needs.

Part of this problem is state lethargy; part of it stems from the problem of the single state agency. Welfare Departments have had training money available under Title IV-B of the Social Security Amendments for a long time, and priority for daycare training has been expressed in connection with these funds. Yet there has been little daycare training under Title IV-B. Guidelines for IV-B give priority for training by Schools of Social Work. Short term training is possible by other kinds of schools, but the priority is not for short-term training. The kinds of training needed by the daycare field are not within the competence, nor the interests, of most schools of social work. For this reason, even with state priority for daycare training, there has been very little daycare training, under Title IV-B. Without some attention to opening up the planning of the daycare training to daycare people, this situation could continue, since the schools with high competence in child growth and development and in daycare, are not known to the training staff in the agencies making the decisions.

17. State licensing staff members are not receiving training in regulatory concepts.

Despite the fact that licensing and federal interagency daycare requirements are issues of national importance and debate, Title XX policy has not encouraged the training of licensing staff. Poorly trained staff are ineffective regulators, and may arouse hostility of state legislators, weakening the regulation further.

18. Federal standards have weakened state licensing without providing an effective strong replacement.

Since the furor over standards written into Title XX is law, it appears that state licensing has been adversely affected by fall-out from the battles, and the two regulatory strategies have substantially weakened, rather than reinforced, one another. Furthermore, some states have attempted to improve their daycare licensing, by removing it to another agency other than the one which provides the service, thereby getting away from the inherent conflict of interest when the purchaser also enforces standards. Yet states which have licensing placed in other agencies are told that Offices of Child Development cannot receive Title XX training funds because of the single state agency requirement. If this is true, federal policy needs to be changed at either in law or guideline.

Training in licensing concepts, legal enforcement, rights of licensees, fiscal regulation, the standard-setting process, and the like are of overriding importance, both from the perspective of licensing and from the perspective of what standards should be applied to Title XX daycare. Such training should be a clear national priority. Yet the few colleges offering institutes for licensing and monitoring staffs have had great financial difficulty because of the lack of priority of this important topic in policy.

19. Sixteen federal contract requirements apply when the state purchases child daycare under Title XX.

Initially these contract requirements were to apply for family daycare as well as center care, but the government realized that they were too cumbersome for the small center provider. The result is that only the large and sophisticated agencies can deal with the state, even though we know through research and observation that small daycare agencies may sometimes provide more loving care. The more complex our bureaucratic requirements, the more we inhibit parent choice and squeeze out the small, informal arrangements which children love.

The federal government could develop simple contract forms as guidance material to the states. However, those concerned with contracting and auditing are not likely to be the same people who understand the relation of fiscal policy to program goals. Of what use is protecting our funds through legally solid agreements if that process results in less care, or lower quality care, as may be the case?

20. The process of determining eligibility has become increasingly demeaning to parents, and inappropriate for child daycare as a family supportive service.

Some states have a "closed referral" system under which those needing child care must go through a demeaning process at the Welfare office instead of applying at the daycare program. Parent feeling of control of decisions is weakened as this happens. The process of applying for services should be carefully designed so that it will not in itself undermine the goals of the program: self-sufficiency and strong and autonomous families.

Furthermore, there have been efforts to collect and computerize information about families which is not related to need for or eligibility for daycare. This raises the issue of invasion of privacy.

21. Monitoring of quality has been inadequate and unhelpful, in most states.

Neither the federal government nor most states have made a strong effort to assure quality in the daycare purchased, especially in the non-contracted programs. Further, many states are assigning lower priority to licensing programs in which parents pay the full cost. Unrealistic work loads have been assigned to licensing workers, and there may be a trend to add the monitoring of programs for children with special needs to the licensing work in the future. This is a state problem, and needs to be addressed at the state level. Yet since Title XX requires licensure, it should offer some federal leadership.

22. Some states do not encourage local financial participation.

In studying the pattern of financing across the country, one finds wide variation in the way the states produce the 25% non-federal share to attract the 75% Title XX federal funding. Some states match the federal money almost entirely with state money; while other states use much more local money. Totals for the child daycare in those states spending most are shown on the following chart:

STATE	DAYCARE BUDGET	% of TOTAL TITLE XX	LOCAL TO STATE RATIO IN THE MATCHING $
New York	$158,981,511	54.82%	1/1
Illinois	95,887,000	30.3	6/35
California	61,166,954	24	31/40
Pennsylvania	57,682,976	30.6	1/3.7
Michigan	41,174,202	28.72	2/33
New Jersey	37,815,551	43.1	5/4
Texas	30,742,324	16.5	1/3
Louisiana	22,216,028	21.55	1/3
Massachusetts	21,541,722	23.1	1/22
Ohio	20,016,196	11.75	17/25
Georgia	19,371.733	25	1/4
Alabama	16,510,100	29.41	4/9
North Carolina	15,773,363	21.60	13/5
Minnesota	14,529,353	12	more than1/1
Maryland	12,010,000	26.5	1/1
Arkansas	8,562,707	43	2/3
Virginia	9,168,728	14	5/2
Tennessee	8,823,596	18	6/5
Connecticut	8,081,459	18.29	1/9
Kansas	8,250,800	30	1/2
South Carolina	7,551,041	17.44	2/9
Indiana	7,973.856	11	2/15
Oklahoma	6,308,438	8.51	0/
West Virginia	5,560,612	25	2/3
Mississippi	5,984,674	47.47	1/2

The advantages of the state matching money are obvious - programs can develop more quickly and they are not burdened with local financial problems. However, for the future development of a service like child daycare, it is likely that state commitment will limit the size of the program to what it can sustain in state taxes. It may limit communities from expansion of needed services. Similarly, it is commendable that the federal Congress has been willing to pay a large share of child care but in the long run this may limit the program overall to what appears reasonable in comparison with other federal expenditures.

In Sweden, the national share is about 1/3 of the per child cost, and the commitment of the local community and parent fees make a universally accessible system financially feasible.

Local financial participation produces a local involvement and commitment to stability which is desirable for certain kinds of services, such as services to the elderly, and child daycare. Local financing may be difficult to establish, but programs without it are more easily eliminated with shifts in policy trends.

Connecticut also appropriates state funds for a state run daycare program in its Department of Community Affairs. A sliding fee scale has been in place since before Title IV-A in 1967. The state permits families below 40% of the median income to pay a voluntary fee if they choose to.

This issue of the best mix of federal, state, and local funds, and of public and private funds, needs further discussion. Of course it is clear that local funds in the large cities must come from the federal level under some kind of block grant; cities' resources compared with their human needs are weak.

23. Fragmented responsibility for young children with special needs is likely to be an increasing problem.

Title XX, and its single state agency, relate very little to Head Start and the schools. Head Start is mandated to include a percentage of children with special needs. States are passing laws mandating schools to pay for the education of children with special needs, sometimes including the younger ages from 3 - 5. No adequate program of monitoring quality has been thought through, and there does not appear to be a clear and accountable decision-making process. States need to think through how these programs for young children can combine and relate to one another.

OPTIONS FOR NEW LEGISLATION

All these problems with Title XX have solutions, if the decision-makers have the will to make changed policy. Most of them refer to the policy for spending the appropriated funds regardless of the size of the appropriation. Broadened eligibility, for example, is desirable policy in itself, regardless of whether additional funds are available, although, of course, a modest expansion of daycare would also be desirable.

Before trying to persuade Congress, the President, or the Secretary of HEW to make changes, advocates need to clearly identify whether the problem is at the state level or the federal level, and whether the needed change should be legislated or made administratively.

ISSUE	Primarily Federal or State	Primarily Legislative or Administrative
1. Single state agency	F	L
2. Local officials cannot coordinate	F	L
3. Lack of coordination with other federal programs such as Head Start	F	L
4. No government agency has family support philosophy	FS	L
5. Adult goals, without priority for prevention	F	L
6. Ceiling on state expenditures	F	L
7. FIDCR raise cost for fee-paying parents	F	LA
8. Sliding fee not adopted	S	A (L)
9. Limited eligibility	S	A (L)
10.		
11.		
12.		
13. No incentives to serve all income levels	F	A
14. Method of payment slow, no front end	S	A (L)
15. System provider dominated	F	L
16. Little training and support	S	A
17. Little training licensing workers	F	A
18. FIDCR and state licensing weaken one another	FS	L
19. 16 contract requirements inhibit parent choice, eliminate small operator	FS	A
20. Eligibility determination demeaning	FS	A
21. Inadequate and unhelpful monitoring	SF	A
22. Lack of local financial participation inadequate incentives	F	L
23. Fragmented responsibility for young children with special needs	FS	L

The legislative proposals for new daycare policy include the following approaches:

Amend Title XX

Pass a Comprehensive Child and Family Services Act

Substitute for Title XX, or add to it, Human Services block grants

Continue to improve tax credits as a way of funding child care

Title XX Amendments

Amending Title XX, which can be done, would provide us with daycare on a social service model, and attention would have to be given to assure priority for daycare policy in agencies and among professionals accustomed to dealing with crisis emergency services rather than preventive or family supportive activities. Elements of the consumer model need to be built into this reform.

Comprehensive Child and Family Services Act

It is not a foregone conclusion, but there are strong possibilities that this bill, if passed, would use the public education mechanism as the delivery system.[9] Many daycare advocates are strongly opposed to exclusive use of the schools, although of course recognizing that some schools can and should participate.

The schools have some advantages.[10] They see themselves, and are seen by the public, as providing universal services to all social classes. They are not pathology oriented. They have a well-established position in use of federal, state, and local tax dollars. They have buildings and access to building money for new buildings or renovations. They have access to state and federal funds to serve young children with special needs: why not mainstream these children by serving the whole population?

Those who are alarmed at the prospect are primarily concerned that child daycare, a supplement to family childrearing, would be taken over by government as a governmental function, creating dangers for parents' feelings of autonomy and responsibility. Some of the troubles:

The schools tend to be child-centered and proud of it. When Albert Shanker first proposed school control of the Child and Family Services Act, his first suggestion was removing the word "family" from the name of the bill. Schools tend to center on the child out of the context of his or her family. Daycare experts believe the focus should be on the dyad, supporting child growth through the activities at the program but even more through support of the parent-child interaction. Daycare programs tend to define themselves as an extended family;[4] schools seldom do. The philosophy of the Kaiser Child Service Centers during World War II was "Meeting Needs." Whatever was needed to improve the quality of the time when children and parents were together, that was considered the work of the daycare program, along with the direct work with the children.

The schools would professionalize child-rearing, intimidating families and undermining parental judgment and autonomy.

The schools would be likely to create a more permanent system, with fixed buildings and tenured staff, unable to shift and change locations, grow and decline, as the pattern of demand in child daycare necessarily shifts. The very fact that school buildings are underutilized and teachers are unemployed is evidence of the inflexibility of the system to adapt to changing conditions. The purchase of service system widely used in Title XX gives much more flexibility to that system.

The schools are likely to duplicate, rather than use, the existing network of centers and private homes. Although it is possible and desirable to build a purchase of service capability into schools' daycare provisions, it is unlikely that the system would make wide use of it. When schools have begun kindergartens, for example, they have usually started their "own" regardless of whether the existing private kindergarten might continue to meet the need. The change has sometimes been an improvement, sometimes a lowering of quality.

When schools universalize, they tend to make their services compulsory. At best, the expectation is that most children will go there, or "ought" to go there. While daycare is an important need which should be legitimized by public recognition of its value, it is not desirable to legitimize formal center care or satellite home systems above the informal arrangements which families are able to make on their own. Both have value.

School operation would probably shift more non-monetized child daycare into the sector of public expenses, in emphasizing the formal arrangements over informal. This would add to the public expense, without necessarily improving the childrearing.

While child daycare needs to be universally accessible, it is unlikely that this can be done in the forseeable future, without parent fees on a sliding fee scale. Schools are unaccustomed to such a mechanism.

Schools do not coordinate well, unless coordinative mechanisms and funds are built into the design. Thus Follow Through provides a coordination with Head Start on a demonstration basis, but where there is not Follow Through, schools, daycare, and Head Start are not involved in coordination. There are seldom community planning efforts which make maximum use of Health and Mental Health services for children in schools, daycare, and Head Start. Some of the expertise in child development which exists in the daycare and private nursery field, as well as Head Start, could prevent schools from failing as they respond to demands for service from children with special needs, but the coordination is not taking place, except in rare instances.

The public education system is not a good regulatory agency. Even if schools were able to gear up to purchase services from the local nursery, Head Start, or daycare programs, they are not equipped to monitor quality. They would have to rely on state licensing for such a purpose.

When schools provide the service themselves, they are not good self-regulators, nor are they adequately monitored. They do, however, receive a good deal of regulation from the Health and Safety bureaucracies, which are accustomed to a much higher child-staff ratio and much larger overall size in the schools than is the present practice in daycare. The regulation of daycare as if it were a restaurant, a hospital, or a large school tends to institutionalize it, and destroy the warm, comfortable, homelike aspects which are important.

Philosophically, the schools tend to focus on learning, rather than development. For child daycare, with children in full time care, such a view is too narrow, and would not only prevent the schools from nurturing all aspects of development, but also could contribute to harming young children. Teachers concentrating on lesson plans sometimes overlook their effect on children's self-esteem. The important word, "care," is denigrated; schools don't provide care.

If the schools are to be the primary delivery system, all these troubles need to be addressed specifically in the legislation. Retraining of teachers would be essential, and it is possible that something like a CDA competency-based credential, further developed to include daycare skills, should be required when credentialed teachers work in daycare. It is equally important to avoid the present rigid credentialing for daycare, offering a career ladder through in-service training for members of the child's community.

Block Grants

Block grants, or special revenue sharing for human services, is an appealing idea for municipal officials and some county officials. Title XX is itself a human service block grant, but the decision about expenditures are usually controlled by the states. Cities, in particular, have had too little voice in Title XX decisions affecting their overall programs for their citizens.

Daycare programs need to be coordinated with manpower programs. Mayors have control of their manpower decisions, but they cannot get a handle on daycare policy under Title XX.

A forward-looking local official who wants to design human services and human development programs together, understanding the economic ways of supporting the family with job opportunities as well as the social service needs, is inhibited by the social service philosophy at the state level.

A special revenue sharing bill for human services could be introduced into the Congress. This could be far-reaching, replacing Title XX entirely with a more workable system. Or a more modest suggestion would be a block grant to cities over a certain size, which would be used very freely, as the Appalachian Regional Commission's daycare money has been used by states, as free money which can be the glue to hold a number of different programs together in a single coordinated system.

Highly specialized services might best be planned and funded from the state level. Other services, like daycare and services to the elderly, need to be planned and carried out by local people, using neighborhood, not state regions, as the planning unit.

The trouble with block grants: in relinquishing control in order to permit greater local flexibility, the federal government often relinquishes standards; the present compromise of distributing money to cities and states, as in the case of manpower block grants, is a political compromise rather than a decision made from considerations of good government. It tends to work against uniform substate geographic areas in which different agencies could begin to gather useful data about the same client populations.

Politically, there are both advantages and disadvantages to this idea for the daycare advocates. By seeing their service in the context of overall human services, they gain a better understanding of the way daycare fits together with other policy. They gain important allies and offer their support to an improved quality of life.

However, it would be very naive to expect that, once the victory is won, other advocates will support a priority for daycare. Block grants put services in competition against one another, as they already are in Title XX.

Tax Credits and Other Tax Incentives for Child Daycare

Many advocates of the consumer model of child care, particularly those with a middle-class professional perspective, want to avoid government direct subsidy in order to avoid government intervention into the family. More indirect subsidy through tax legislation leaves families in greater control, selecting their own type of child care and paying for it themselves.

The argument is valid. However, the credit benefits the middle-class much more than it benefits families with two wage earners earning a moderate income. (Those who have a choice about whether or not to work now have some help with their decision favoring child care, in the new tax credit.) The credit becomes less and less valuable to families as income decreases, since the working families could not pay for very expensive child care in order to gain most in the 20% credit. Below $7000 the poor, of course, do not pay a tax and do not get the credit. Presumably we will continue direct subsidy for the poor, if they are to have daycare, while giving a credit to the middle-class, supporting a dual social service system unless we are very careful in design of our daycare programs to encourage or require private fee-paying parents wherever subsidies to the poor are made.

The group which benefits most from the tax credit is the family earning more than $15,000. In 1970 families in this category were about 20% of the total population. Those earning between $6,000 and $15,000, who benefit less, were about 53.3% of the total. Those needing full direct subsidy, under $6,000 in income, were about 26% of the total.

The tax credit recently enacted is a big step forward in daycare policy, but it leaves a very large number of families caught in the middle not eligible for subsidy and not benefiting much, if at all, from the credit.

Some kind of a loan fund which gave vouchers to moderate income families which could be repaid after receiving the credit might be possible, but such a system would be very complex. It might be much easier for the country to offer daycare vouchers universally and then tax them for the middle class.[11]

In a recent interview, the Secretary of HEW mentioned an interest in employment-related daycare. If employers, whether for-profit or not-for-profit, were to offer a partial subsidy to supplement parent fees, this practic would bring more daycare help to working people. Tax legislation could offer incentives for employers to participate in daycare if carefully designed. Government-designed "incentives" in the past have not offered employers any real inducement to participate. Some of the considerations which are important:

Location. While a significant minority of working parents feel deeply that they want their children near the work location, where they can have lunch and be available in emergencies, the majority of parents prefer the residential location where they live. Employers would need to support both kinds of locations for daycare for their employees.

Auspices. (Most employers do not want to operate daycare programs themselves, as they expressed their feelings at three conferences run by the Urban Research Corporation in Chicago.) They do not want to make decisions about admission and retention of children. Many industry-related programs have been operated by separate Boards of Directors in which parents play a strong role, as in the KLH program in the past, and Stride-Rite at present. Other industries much prefer to join forces with other employers and the community, to support community-based child care. Any tax "incentives" will have to be geared to this kind of desire.

Financial feasibility. There are benefits to employers in making daycare possible. These benefits--reduced absenteeism, reduced turnover, larger pool of potential employees for recruitment, reduced family-related anxiety affecting productivity, greater good will, and possibly product image--can be quantified, and in some cases where the benefit equals the cost of the daycare, can be used to justify financial participation. In many situations however, the benefits quantify well below the costs of daycare, and there would be an overall substantial loss for the employers to participate, even with the parents paying fees.

Similarly, the not-for-profit employer must also participate if all working people are to be reached with a program. Some kind of real incentive must be devised if this idea is to have any widespread viability. It seems likely that some kind of money coming in, such as federal matching grants, would have to be the policy. Another solution would be to require all employers to participate, as some countries do. This would simply add to the cost of their operation, but all would be equally affected. It seems likely that a result would be discrimination in hiring against mothers of young children, which would be difficult to prove and contest.

Economic Stability. Conditions of employer support for child care will differ in time of recession or boom.[12] Public policy must provide the needed stability so that daycare programs do not have to close down when employees are laid off. Policy must permit shifts toward less or greater reliance on employer subsidy if that is a major part of daycare policy. The problems in this solution, while not insurmountable, seem much greater than direct subsidy to the consumer. However, it would tap another funding source, reducing the overall cost to government and to parents.

SUMMARY AND RECOMMENDATIONS

Regardless of the form which future legislation may take, the foregoing discussion identifies some major policy principles, and some major issues.

1. The child daycare professional is part of the problem. There is a tendency to define solutions as "what we do" rather than in terms of meeting human needs.[13]

Recommendation: There needs to be a mechanism for a strong citizen-consumer voice in policy, not necessarily through the 51% representation on Advisory Councils, but in other ways as well. A shift of funding toward the consumer away from the provider would help. Parent oriented resource and referral centers will also have a desirable effect.

2. Our social services to children are class biased.[15] Two systems, one for the poor and another for the middle-class, create a stigma for publicly funded services, and hostility to the poor.

Recommendation: Move toward universally accessible services, especially for daycare.

3. Our services often undermine family self-esteem, treating recipients as victims, or at best "clients".

Recommendation: Treat users of services as consumers. Experiment with regulated vouchers, shifting funding to consumer. Offer resource and referral centers giving parents information to make informed choices.

4. Free child care for all is not financially feasible with tax money at present.

Recommendation: Universality requires a sliding fee. We need to move toward a taxicab model of funding, and away from a fire engine model. In the fire engine model, everybody paid a part of fire fighting equipment and service, and when the fire engine came, it was free. More and more, now we are paying for services, and differentiating how much we pay on the basis of how specialized the service was. A sliding fee scale adds the dimension of ability to pay.

5. Daycare is a family-supportive and preventive service on the whole, although if the majority of children are considered healthy, it can be a useful treatment tool as well. Yet no agency of government has this as a priority.

Recommendation: Create a new agency, staffed with leadership in a family supportive philosophy. Functions of such a new agency would be:

Provision of vouchers for daycare on a sliding fee scale

Support of resource and referral centers

Production of educational materials on selection of child daycare

Support for parenting education and family daycare education

Family impact statements

Training of state licensing offices in effective consumer protection

Training funds for daycare administrators

Training funds for daycare staff, including development of new modes of parent-staff partnership

Dissemination of information; research

Relation to state and local recreation agencies; agricultural stations

Planning linkages with health, social services, schools, Head Start, Mental Health, Manpower programs, and economic development

6. Recommendation: Government should stop trying to predict long-term demand. Recently we have seen a somewhat ridiculous debate between those who see the need for daycare as the difference between the number of children of working mothers and the number of children in formal daycare arrangements, versus those who look at the data on what working parents are doing with their children and conclude that no new daycare is needed. Obviously the truth lies between these two extremes. It is doubtful if the number of children in daycare centers or regulated daycare homes will ever reach 20% of the children of working mothers. Experience in Sweden and other countries has been that families continue to make their own informal arrangements when they can, even when a well-liked and stable formal daycare system is available. When informal arrangements cannot be made, daycare can become a desperate necessity.

There is no absolute number which represents the final, future demand for child daycare. It depends. It depends on the fluctuations of the economy; demand will be greater at some times than others. It depends on the types of jobs available. If and when part-time jobs are available in ready supply the pattern of daycare demand will be different. It depends on the type of income maintenance available, how adequate it is for meeting survival needs of families and how adequate it is for meeting the needs for self-respect among adults and the needs children have to look up to the role models in their parents. It depends on the quality of the daycare and how well it matches consumer needs and expectations in its location.

If we postpone daycare decisions until we can predict all these factors, or have made firm and final policy in all these areas, we are going to wait forever. There is no one final policy which will describe the way things are supposed to be. Any society, like any living organism, is in constant interaction with the people and things in the environment, constantly changing goals as conditions change. This dynamic change is the constant; it is the way things are supposed to be. We are not evolving toward some correct fixed condition; the evolution and change itself is the condition we will forever be addressing in our policy.

There is no absolute number representing daycare demand, any more than there is an absolute daycare cost. The only way to play daycare is to plan incrementally, in small steps, in the direction of consumer demand.

It is well known that daycare demand builds very gradually in response to a new service. The Kaiser Child Service Centers, planned to serve 1000 children, were disappointed that children in that number were not enrolled on the first day. Ultimately, the demand materialized, but demand patterns were significantly different than need predictions. This has been true over and over again in this country's daycare, so much so that slow demand should be a factor taken into account whenever new daycare begins.

For this reason, demand studies which include daycare, if they are to be valid, need to be no less than three years in duration, and probably are not solid as predictors until after five years.

Ten years ago, and even five years ago, such studies were recommended but never undertaken. At this time, it no longer seems sensible to recommend long range demand studies. We know families need daycare, and they need it now. We know the demand will not produce a runaway service, but will be modest.

Sensible policy would be to increase daycare, within a fixed appropriation, but with broad eligibility, with improved support systems in the form of training and consultation, both to centers and homes. It appears from consumer studies that we need a modest increase in the number of children in centers, over time perhaps double what we now have, but a much smaller increase now; and we need better support for the family daycare homes.

The delivery system should be flexible enough to shift as patterns of consumer demand shift. The best indicator of consumer preferences would be what consumers choose, given options. It is time to provide these options.

7. Recommendation: Government should stop trying to control decisions which should be family decisions. There is altogether too much discussion among policy-makers about what families "should" do. Should parents work? The person best able to figure the odds on that question is a parent. His/her decision will be based on what the job would pay; what expenses the family feels are vital; what alternative income maintenance is available and how it is viewed by parents and by those whose respect they want, including their children; what the job contributes or detracts from the parent in personal functioning; what child care is available and what the parent thinks of it; and a number of other highly personal factors. Knowing all these factors, each individual parent has the data to make a wise decision; government never could.

Should parents use center care, family daycare or in-home care? Again the factors to be considered are many and they will differ from family to family depending on family values and what kind is available. Government should not be trying to make these choices for families; it should be offering information to them.

We are not going to be able to support the family if we cannot trust them to plan for themselves and their children. What we need to do is to make a variety of options available to parents, and provide them with information about the choices.

Daycare alone is not the answer, whether the question is welfare reform, improved school performance for children, liberation of women, greater power for black people and other minorities, prevention of child abuse, or any other social policy issue.

Daycare for children is important and necessary, but it must be seen in a context of a society committed also to family income maintenance, and to full employment. These three social policy issues together need to be addressed in a way which adds up to a genuine choice for families.

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3. Epaminandus brought home a gift of butter from his grandmother under his hat on his head; however, the hot sun melted it. His mother told him how to wrap it in green leaves and cool it in water before bringing it home. When he went for his next visit to his grandmother, she gave him a puppy. He cooled it in the brook until it was almost dead and then wrapped it in green leaves. His mother explained how to bring home a puppy: tie a string around its neck, set it on the road and walk home tugging at the string. When he next visited his grandmother she gave him a loaf of bread, which he dragged home on the dusty road at the end of a string, etc.

4. Daycare is one of the basic supports to keeping the healthy family self-sufficient. Unfortunately, some writers have not understood this, and present daycare is undermining to the family. Poor day care has the potentia of undermining the family, particularly if run by naive professionals. Much day care defines its role nowadays as part of the family, extended supportiv help shared among people. Thus we see daycare providing a food coop, a clothing exchange, reminiscent of the World War II period when daycare and the government saw their purpose as improving the quality of the time parents and children spent together. A small for-profit proprietor, who

had a dream of helping families and who was seeing her program destroyed by a combination of contract requirements and regulatory red tape, told me: "Day care is not just like a school; it's more like a family. Last week one of the children who used to come here to me had her father die. They called me first thing, and I went and got Charlene and brought her home with me. We talked about her daddy, and what dying means, and she spent the night with me. I think she'll come through it all right. Families need someone to turn to, who has shared their children with them, and scolded them and cared about them right along."

5. See Bergstrom and Morgan, Issues in the Design of a Delivery System for Day Care and Child Development Services to Children and Their Families, DCCDCA, May 1975. Bergstrom and Morgan make a distinction between day care as a "preventive" service and day care as a "family supportive" service. Morgan has developed the following fable to illustrate the importance of prevention and family supportive approaches in public policy:

> Long ago in a noble and compassionate land, the elders decided to save people who were drowning. A number of life savers were employed and stationed on the beach. These life savers had been trained through a study of charts of sand bars on the ocean floor. They were told that their life saving must be reserved for those who are drowning far out to sea, at the lowest sand bar, since their need for life saving was greatest. They were also trained never to look at faces.
>
> The life savers were dedicated to their work. Each day they plunged into the sea and brought in the inert bodies of the drowning victims. Artificial respiration was applied, and some of the victims revived, though many did not.
>
> As they made their way toward the drowning victims the life savers passed by other swimmers who appealed to them for help. "I am losing my footing," a bather would say. "Reach out and help me get my feet under me or I may drown." The life savers, however, were not permitted to help such people, because the drowning people needed help more. They continued to swim past the people just beginning to be engulfed, in order to bring in more drowning victims.
>
> Their training had a curious effect on them. Since they never looked at faces, they never recognized the drowning victims as the same people who had been refused their help on earlier plunges into the sea. They thought the drowning victims were some other class of people.
>
> Each year the numbers of drowning people increased, and more and more life savers had to be employed to bring them to shore. Nobody could understand why this should be, when the land was making such an effort with its dedicated and well trained life savers.

6. The concept of this diagram first came from a workshop at the Industry and Day Care Conference of the Urban Research Corporation in Chicago. Carl Staley was the first to use this diagram which has since been widely used in discussion and in print. See: The Role of the Family in Child Development, Education Commission of the States, December 1975.

7. See Mon Cochran, talk on the relation of employment and family policy at DCCDCA meeting, Wilmington, Delaware, 1977.
   Although in recent decades the social service system may have lost sight of the importance of adequate (not low-income) employment for parents, this is not a new concept. In 1919, Julia Lathrop, chief of the Children's Bureau, said, "Children are not safe and happy if their parents are miserable, and parents must be miserable if they cannot protect a home against poverty. Let us not deceive ourselves: the power to maintain a decent family living standard is a primary essential of child welfare." (Bradbury, Five Decades of Action for Children).

8. See Alvin Schorr, Children and Decent People, New York, Basic Books, 1974.

9. See American Federation of Teachers, Manual for Getting Daycare in the Public Schools, 1976.

10. Norton Grubb, op. cit.

11. Norris E. Class, Rolland C. Gerhart Jr., with Rudolf Michaels and Walter Wadlington, "A Conceptual Statement on the Enforcement of Child Day Care Licensing Standards: With Special Reference to Revocation," December 1976. Paper commissioned by the Secretary of HEW as part of a series of papers relative to the evaluation of the "appropriateness" of the Federal Interagency Day Care Requirements of 1968.

12. One page of the proposal for funding to the Children's Bureau from the KLH Child Development Center was devoted to this issue. It was not expected that industry related child care could maintain itself in the private sector without some governmental partnership which would become greater in time of recession. As it turned out, this problem became an important one in that project. By the time the daycare center had weathered some time-consuming start-up problems, and a disagreement over the way research was to be conducted, the industrial company was affected by a recession which caused its work force to shrink from 600 women workers to less than 100. Although the planners of the daycare program had not foreseen this event, it had been discussed as a theoretical problem in the proposal. It was this, and no other factor, which forced the center to develop other sources of support beyond those initially foreseen, since government did not offer the needed stability for the children of parents no longer employed.

13. See Alvin Schorr, *Children and Decent People*, where one central thesis is that "services to children are in the hands of a series of professionals--social workers, lawyers, teachers, doctors, and nurses--who come to define what needs to be done for children in terms of what they or their employing organizations are prepared to do."

An example, quoted from a Child Welfare League publication with a revealing title, *Child Welfare as a Field of Social Work Practice*, defines child welfare as "...social work practice in providing social services to children and youths whose parents are unable or need help to carry their child-rearing responsibilities, or whose communities fail to provide the resources and protection that children and their families require." (CWL and U.S. Children's Bureau, 1959, p.6)

14. "Available" childcare means childcare at a price parents can afford, within a reasonable distance of where they work or live. Once parents have determined their available options, they will evaluate them in terms of their preferences for their children.

15. John Dewey said, "What the best and wisest parent wants for his own child, that must the community want for all of its children" (quoted in Schorr, *op. cit.*). Yet we find that when the children are poor, and when the government cares for dependent children, the services are different than those chosen by self-sufficient parents. "Although they are 'children of the public,' they are not cherished by the state as a parent cherishes his own child," according to Shirley Jenkins (in Schorr, *op. cit*). The United States Children's Bureau was established to investigate and report on "all matters pertaining to the welfare of children and child life among all classes of our people," wording which asserts a national interest in overall policy for children rather than only children who are deprived. Yet policy has not generally followed that directive, and the community selects services in response to a focus on poverty, neglect and problems, which are significantly different from the services being selected by the best and wisest parents.

CHILD CARE LICENSING AND REGULATION:

A REPORT BY THE GOVERNOR'S ADVISORY COMMITTEE ON CHILD DEVELOPMENT PROGRAMS
FEBRUARY, 1978

Governor's
Advisory
Committee
On Child Development Programs

Governor's Advisory Committee on Child Development Programs
915 Capitol Mall, Room 260
Sacramento, California 95814
916-322-8181

LICENSING SUB-COMMITTEE CO-CHAIRPERSONS:
Patricia Siegel
Earl Petersen

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Laurel Wihnyk, Sacramento

STAFF TO THE COMMITTEE
Catherine Camp
Claudia Ray

REPORT EDITORS:
Norton Grubb
Patricia Siegel
Arlyce Currie
June Sale

DESIGN:
Norisa Berardi

GRAPHICS:
Sangeeta
Sangeeta Graphics

CHILD CARE LICENSING AND REGULATION

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INTRODUCTION

The Governor's Advisory Committee on Child Development Programs is concerned with issues involving public and private child care programs throughout California. In the course of the last year and a half we have been repeatedly faced with major child care licensing problems. These have been brought to our attention by a variety of groups and interests, including AB 3059 programs, the Private Nursery School Association, family day care providers, Resource and Referral Network. Most recently, Governor Edmund G. Brown Jr. has articulated concern for the problems surrounding child care licensing and requested the Committee to make a report, including recommendations to rectify the current situation and to prevent the abuses and problems which have evolved in other California institutions, most notably our nursing homes.

The following report has been prepared by members of the GAC Licensing Subcommittee and approved by the full Committee. It is our intent and hope that the recommendations within this report will begin to resolve the myriad problems which have too long beset parents and child care providers in California.

In this report the term "child care" should be understood to cover the regular out-of-home care of children on less than a 24-hour basis but more than two hours per day; it therefore includes Head Start and State Preschool programs as well as other part-day, full-day and after school child care.

THE CHRONIC CRISIS OF CHILD CARE LICENSING

Over the past few years child care licensing in California has lurched from one crisis to another. The amount of citizen and state activity designed to resolve licensing problems has been enormous. It includes several lawsuits, efforts to pass new legislation, the convening and report of the Office of Educational Liaison Child Day Care Licensing Task Force in 1975, a report by the Department of Finance in 1976, and most recently the Joint Legislative Audit Committee's Report to the California Legislature, "Opportunities to Improve the Department of Health's Evaluation of Community Care Facilities." Yet despite the long standing recognition of problems with licensing and the energy which has gone into resolving them, licensing has grown more chaotic rather than less.

Three recent events have dramatized the critical condition of licensing, and have highlighted some of the perennial concerns which need to be addressed. In 1975 the Department of Health (DOH) stopped licensing day care centers because the resources available for licensing were insufficient to perform this function adequately. To fulfill their legislaive obligation to license, DOH adopted a program of "self-certification", whereby centers certified that they met the licensing requirements without any inspection or verification by state officials. The unanimous response of the child care advocates, providers, and parents was that the program of self-certification was inadequate to protect the health and safety of children. In the case of center-based care, the possibility for fraud, neglect, and unsafe conditions were too serious. Under pressure from citizens and from a lawsuit (BANANAS vs. Lackner) DOH obtained emergency funds from the administration to increase its licensing staff, and rescinded its self-certification program. Though quickly resolved, the incident highlighted the low priority of child day care licensing within the Department of Health, the lack of resources devoted to licensing and a lack of a consistent licensing policy by state officials.

A second crisis has involved the licensing of family day care homes rather than centers. In most counties the DOH has subcontracted its licensing responsibilities for family day care homes to county welfare departments. Beginning in late 1975, however, counties began refusing to license family day care homes. They turned back this responsibility to DOH officials, primarily on the grounds that the rates at which the state reimbursed county welfare offices for licensing were inadequate.[1] This situation was discussed and debated in a number of county welfare directors' licensing committee meetings in 1975 and 1976. Since the Department of Health has been unprepared to take over licensing functions from the counties, in many areas the turn-back has meant there is no way to license family day care homes. In other areas, the amount of time it takes to become fully licensed has increased astronomically.

A third problem which highlights the confusing state of day care licensing in California has been the progress of draft licensing regulations developed under the Community Care Facilities Act, AB 2262/73. This Act was designed to revise the licensing of all community care facilities, including 24-hour facilities such as Board and Care Homes and Foster Care Homes as well as day care. Five years later, despite a succession of draft regulations and a series of promises that public hearings would be imminent, a set of regulations for child care centers and family day care homes has yet to be completed. The process of developing these regulations has itself been unsatisfactory. There has been an unusually high rate of staff turnover in the Facilities Licensing Section of DOH, charged with writing these regulations. This has slowed down the process immensely, and also inhibited meaningful and broad-based public input.[2]

The delays and confusion in developing new regulations indicate grave problems at the state level. But the more troublesome aspect of the draft regulations which have been developed so far is that they are generally inappropriate to the licensing of child care. Rather than emphasizing the essentials of health and safety mandated in AB 2262, the draft regulations have attempted to regulate quality of care. This has produced an enormous number totally of regulations which too often are based on a medical model of care and inappropriate to child care facilities in particular.[3] The draft regulations have essentially ignored any parental responsibility to state officials. These kinds of regulations may be appropriate for 24-hour facilities and for facilities, like foster homes, whose residents are either wards of the state or who have no parent-figures to care for them. But in the case of child care, these assumptions are entirely inappropriate. They contribute to draft regulations which are overly long, and too complex and detailed. Many of the details included would be unenforceable and would add to the cost of child care without insuring enhanced quality.[4]

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[1] Joint Legislature Audit Report to California Legislature, "Opportunities to Improve DOH's Evaluation of Community Care Facilities," November 1977 (Report #722), page 9.

[2] On November 17, 1977, the GAC passed the following resolutions relating to the development of new regulations:

> The GAC feels there has been a lack to date of adequate input to the process of developing regulations, and that parent and provider participation in the regulations process is needed. Therefore we ask that public hearings on child care be delayed to accomodate full parent and provider input prior to the development of the final draft for public hearing, as presented and circulated by the DOH.
>
> The GAC requests a written plan indicating the method and timing of distribution of proposed regulations. It would be a help to the GAC to be more fully informed as to input and response to the proposed regulations as received by DOH. We are particularly interested in the scope and diversity of responses received to date.

[3] One aspect of the effort to legislate quality standards as part of the Community Care Facilities Act was the development of a rating system for all community care facilities. Child care was exempted from the system by AB 1288/77 (Lockyer).

These three problems — the turn-back of family day care licensing to the state, the period of self-certification of centers, and the unsatisfactory development of regulations under the Community Care Facilities Act — have been special sources of stress over the past few years. But even in the absence of these particular crises, child care licensing has been in a sorry state. Foremost among the "normal" problems has been a lack of resources for licensing, both at the state level and the county level. The lack of resources is indicated by a shortage of licensing workers, high caseloads per worker, a constant turn-over among licensing workers, inadequate training and a large number of licensing workers with no interest or background in child care. The result is the inordinate amount of time (in most counties) required to obtain a license — as long as one year for a center license, and as long as nine months for a family day care license. Even worse, the lack of resources in some counties has caused licensing workers to discourage applications for new licenses. The consequences are obviously inconsistent with the very purpose of licensing: to insure and encourage safe and healthy child care facilities. In particular, family day care homes have operated without licenses rather than tolerate the delays of the licensing process. Other potential operators have been so discouraged by the licensing procedures they have given up their intention of providing child care.

One additional factor making the licensing process more unwieldy has been the complex of state, county and local regulations which apply to child care facilities. In addition to complying with the state's licensing requirements, a facility typically must conform to local building codes, local zoning ordinances, local fire provisions, and local health codes. Each of these requires a separate certification process, with paperwork and time-consuming visits by an array of officials. Furthermore, local ordinances vary from place to place, resulting in inconsistent requirements — relatively lenient in some jurisdictions, strict in others. At times local ordinances contradict state regulations. Information about local zoning, fire, health, and building codes has been extremely difficult to compile and make available to potential day care providers. The lack of information has constituted another discouraging barrier in the licensing process.

A rather different kind of problem stems from California's unique situation in which two different agencies share licensing responsibility, and promulgate three separate sets of licensing standards in California. Purely private day care facilities have been licensed by the Department of Health, but publicly subsidized facilities operated by the State Department of Education have been certified by SDE personnel through an interagency agreement between DOH and SDE. In practice this has created inconsistencies in the ways licensing regulations have been interpreted and enforced. It has caused special problems for facilities which include both a private program and a subsidized program, since they must satisfy licensing requirements as interpreted by two different departments: the lack of cross-economic child care programs state-wide is indicative of this problem. But most detrimental to all to the intent of licensing, certification by SDE has been in conflict with the prime function of SDE — to provide technical assistance, support, advice and program development to the programs which it funds. Typically the same SDE consultant has the responsibility both for seeing that a program meets licensing standards, and for seeing that it remains open at maximum enrollment. The result has been a tendency to overlook some violations of licensing standards and to approve substandard facilities, in some cases.

A final source of confusion has come from the fact that there are now three separate licensing standards in California. Child care programs which are federally funded have been governed by the Federal Interagency Day Care Requirements (FIDCR). Most of those which are subsidized by state money without any federal match are governed by state regulations (referred to as Title 5). Private programs as well as programs funded through the state's new Alternative Child Care Program (AB 3059) are regulated by Title 22 of the State Administrative Code. (Title 22 regulations would be replaced by new regulations under the Community Care Facilities Act.) Principally, these three sets of regulations vary in the adult-child ratios they require, with FIDCR the most strict (requiring, for example, a ratio of one adult to five children for 3-4 year olds) and Title 22 the least strict (requiring a ratio of one adult to twelve children in the same situation).

As a consequence different facilities meet very different standards depending, somewhat arbitrarily from the vantage of the child's welfare, on their funding source. For publicly-subsidized programs, subsidy levels also tend to vary according to the adult-child ratios they are required to maintain. Rightly or wrongly, different kinds of programs have developed reputations for being of relatively high or low quality, based in part on the licensing standards they are required to meet.

One consequence of different licensing procedures and varying licensing standards is a lack of unity among child care programs on licensing issues. The interests of programs governed by FIDCR diverge from the interests of programs governed by Title 5 or Title 22; the problems of centers certified SDE are different than the problems of facilities licensed by DOH. Subsidized and non-subsidized programs also vary in their response to proposed licensing changes. The costs of unsubsidized programs and their ability to attract enough children can be severely affected by changes in licensing standards. This explains in part why licensing has been one of the most contentious aspects of child care in California, resistent to concensus and reform.

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[4] The increased cost associated with licensing requirements have been a source of perennial concern. On November 17, 1977, the GAC recommended:

> Regulations should not add to the cost of delivering care, since we understand that additional cost will be passed on to parents who are in need of service, and such added cost will be prohibitive and discouraging to potential and existing providers. The GAC has special concern for the impact of any proposed regulations on the Alternative Child Care Programs funded through AB 3059 and AB 1288. The standard of funding and care for these programs was based on current Title 22 regulations which and new regulations which add cost cannot be adhered to except at the cost of service quality to parents and children.

ADMINISTRATIVE RECOMMENDATIONS

Some of the problems of child care licensing in California have been administrative, and can be cured by administrative changes. We offer four related recommendations, in the interest of creating an administrative structure which is more likely to encourage sound child care licensing.

I. WE RECOMMEND THE CREATION OF A NEW AND SEPARATE OFFICE, THE OFFICE OF CHILD CARE FACILITIES LICENSING.[5]

This proposed office would remove child care licensing from the Community Care Facilities Licensing Division and the Office of Child Development. Since DOH is currently being reorganized, we feel this is an opportune and appropriate time to institute such an office.

This kind of separation would prevent child care licensing from being governed by assumptions more appropriate to 24-hour care, care of the elderly, and care of state wards. It would also enable child care licensing to become recognized as an important activity in its own right, rather than remaining as the stepchild of an agency more concerned with other kinds of licensing, or with the conflicting role of providing consultation and technical assistance simultaneously with licensing and enforcement.

We would further like the structure and the image of licensing to be that of a normal activity routinely and uniformly applied to child care facilities for all children, rather than solely a welfare-linked activity.[6]

II. The current practices of subcontracting the licensing of family day care homes to county welfare departments has, by and large, been a poor one. Although some counties have developed excellent licensing teams, in most places this has not been true. Furthermore, county interpretation of licensing regulations has resulted in widely varying standards state-wide. We therefore recommend:

CHILD CARE LICENSING SHOULD BE CENTRALLY ADMINISTERED BY THE PROPOSED OFFICE OF CHILD CARE FACILITIES LICENSING, AND NOT SUBCONTRACTED. WE FURTHER RECOMMEND THAT THE OFFICE OF CHILD CARE FACILITIES LICENSING ESTABLISH REGIONAL OFFICES TO CARRY OUT MANDATED LICENSING FUNCTIONS. The combination of centralized control over regulations and policy together with decentralized administration should bring state-wide uniformity to licensing standards while ensuring accessibility.

The determination of what regions ought to be established to carry out licensing is an important one. The regions need to be small enough so that the accessibility of child care facilities to licensing workers is reasonable. It is also important for licensing workers to be familiar with the areas they serve. This suggests that regions should be kept relatively small, both in area and in population. The most serious problems of creating regions comes in rural areas, which have low population densities. While it might be tempting to combine several rural counties, this would create regions too large for ready accessibility. There are, of course, ways of creating large licensing regions in rural areas while still providing accessibility, for example through subunits, or travelling teams of licensing workers. However, establishing relatively small licensing regions in the first place would be preferable.

These criteria of accessibility and familiarity with local conditions suggests that at least one large and dense urban county — Los Angeles — be broken up into several licensing regions.

Licensing services should be provided at no less than existing levels in those counties adequately served at the present time.

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[5] This recommendation has already been accepted in principle by the GAC. On November 17, 1977, the GAC accepted in principle that "child care is a unique service, and should be treated differently from other community care facilities in the process of developing regulations." The recommendation that all licensing and certification be carried by one office and separated from technical assistance has been made many times before. See, for example, the report of the GAC, *The Alternative Child Care Program (AB 3059)*, *1976-77*, p. 20: "California needs a cohesive policy on licensing child care homes and centers, to be implemented by one state agency and applied uniformly and promptly. Licensing activities should be completely separate from the providing of technical assistance."

[6] For a good discussion of the administrative location of child care licensing, see pp. 101-106 and pp. 111-114 of the *Report and Recommendations of the Child Care Licensing Task Force*.

III. The problem with licensing staff at both state and county levels — the lack of adequate staff, the high rates of turnover, the lack of training, and often a lack of interest in child care — have been mentioned above. We contend that the licensing agency must have adequate numbers of staff members, adequately trained, to fulfill its responsibilities. In particular, experience in child care programs should be emphasized in recruiting licensing workers, and all licensing workers should then be provided with on-the-job training under the sponsorship of the central office of Child Care Facilities Licensing to ensure the statewide uniformity in interpreting regulations. In addition to including technical aspects of licensing, the training should stress the need for a helpful, flexible approach to licensing in which licensing workers facilitate rather than impede the licensing process.[7] In order to resolve these staffing problems, we recommend the following:

A. THE STATE SHOULD INSTITUTE A MAXIMUM CASE LOAD OF 75 FACILITIES PER WORKER FOR CENTERS, AND 125 FACILITIES PER WORKER FOR FAMILY DAY CARE. We recognise that adhering to these ratios will require additional resources for child care licensing, but we stress that the present chaos in child care licensing cannot be resolved without this commitment. **WHEREVER POSSIBLE, THE LICENSING OF FAMILY DAY CARE HOMES SHOULD BE SEPARATED FROM THE LICENSING OF CENTERS,** since the two kinds of care provide licensing workers with substantially different problems. Some specialization among licensing either family day care or centers, would be appropriate where possible.

B. THE STATE SHOULD ESTABLISH A NEW KIND OF POSITION, THAT OF A "CHILD CARE FACILITIES EVALUATOR," WITH QUALIFICATIONS APPROPRIATE TO THE TASK. This will eliminate the problem of having licensing workers with little interest in or aptitude for child care.

C. SELECTION OF CHILD CARE FACILITIES EVALUATORS SHOULD BE DELEGATED TO THE OFFICE OF CHILD CARE FACILITIES LICENSING, in order for the agency which administers licensing to have as much control as possible over hiring.

D. INDIVIDUALS SHOULD BE HIRED INTO THE POSITIONS OF CHILD CARE FACILITIES EVALUATOR ON THE BASIS OF APPLICANT LISTS ESTABLISHED AT THE REGIONAL RATHER THAN THE STATE LEVEL. This will ensure that licensing workers have some commitment to the area in which they are hired, and will prevent some of the turnover among licensing workers.

IV. Our final administrative recommendation concerns the establishment of an advisory committee to the Office of Child Care Facilities Licensing. We recommend:

THE STATE SHOULD ESTABLISH REGIONAL AND STATE-WIDE CHILD CARE FACILITIES LICENSING ADVISORY COMMITTEES. The Members should as nearly as possible reflect interest in and knowledge of all kinds of child care — including center care, family day care, subsidized care, private care, cooperative care, infant care, after-school care, part-time and full-time care. The composition of the advisory committees should also reflect the racial and ethnic composition of the area represented.

The regional committees, should, we believe, be composed of eleven members; four parent-consumers, four providers, and three child care advocates. Members should be appointed by the Coordinator of the Regional Office of Child Care Facilities Licensing, in consultation with local individuals concerned with child care.

In order to establish a state-wide advisory committee, each local committee should select one person from each of the three categories (parent-consumer, provider, child care advocate). One of these three shall then be chosen by the coordinator of the Statewide Office of Child Care Facilities Licensing to serve on the state-wide advisory committee. The state committee will therefore have as many members as there are regions. As nearly as possible, the state-wide committee should reflect the different kinds of care in the state, as well as the racial and ethnic composition of the state as a whole.

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[7] These principles have been taken from the *Child Day Care Licensing Task Force Report*, pp. 67-68.

THE SPECIAL PROBLEMS OF FAMILY DAY CARE[8]

The troubles of child care licensing in California have been especially serious for family day care. At the outset it is necessary to emphasize the differences between family day care and center care. Family day care homes are obviously smaller and have fewer children. The relations between care-givers and parents tend to be more consistent than is true in centers where there is a larger staff and more turnover. Because family day care takes place in a home, health and safety issues are easier for parents to evaluate than may be true for centers. Because of their small size, administrative problems — such as kinds of paperwork and visits involved in the licensing process — are especially burdensome to potential family day care providers. Finally, there is virtually no unlicensed center care in California — child care centers are visible activities in a neighborhood and do not operate underground. On the other hand, best estimates indicate that as much as 80% of family day care — care of children by someone other than relatives, outside the child's own home, for money -- is not licensed. As a result, the licensing problems and public policy issues of family day care homes are very different from those of centers. Whereas self-certification proved to be a failure in the case of centers and was opposed by virtually every component of the child care world, we believe that a program of registration for family day care homes, with a self-certification component, has worked well in those states which have tried it.

In general, the regulations which have governed family day care (Title 22 regulations) have been burdensome, confusing and incomprehensible in many cases.[9] The regulations have been interpreted in arbitrary and inconsistent ways, because most family day care homes have been licensed by county welfare departments (prior to the turnback of licensing to the state), their interpretation has varied woldly from county to county, with some excellent licensing in some counties but with the quality of licensing efforts on the whole very uneven, and in some cases quite poor. The licensing procedures themselves have been long and arduous, discouraging many potential day care providers from being licensed. Ironically, the complexity of the regulations and the lengthy licensing procedures have not been enough to ensure safe family day care homes. The regulations have in fact been unenforceable, and it has been almost impossible for local licensing officials to close those family day care homes known to be unsafe.

This has made a mockery of the purpose of licensing: parents who expect a license to be a guarantee of minimum standards may find instead that the license has very little to do with health and safety standards.

The result of these burdensome regulations and time-consuming licensing procedures is that some potential family day care providers have been discouraged from offering care. Another "solution" for providers has been to operate without a license; the Legislative Analyst estimated that for every licensed family day care home, another four operate without a license.[10] Not only has this meant that unlicensed homes escape any form of regualtion by the state, but it also meant that information on family day care homes has been difficult for parents to obtain.

Some of these problems will be resolved through the administrative recommendations of the previous section. A centralized Office of Child Care Facilities Licensing will eliminate the variation in licensing practices among counties. A limit on case loads would allow licensing workers to respond more quickly to licensing applications and would reduce the time necessary to obtain a license. The hiring and training recommendations we have made will ensure that licensing workers are competent and interested in their work, and reducing turnover will ensure that a group of experienced and committed licensing workers can be developed.

But administrative changes will not cure all the ills of family day care licensing. In particular, those problems connected with the sheer volume of regulations and with their ambiguities can only be solved by creating a new set of regulations, sensitive to parents' responsibility and the guarantee of basic health and safety considerations.

Fortunately for California, a large number of other states have experienced problems with family day care licensing similar to our own. Several have experimented with alternative ways of regulating family day care homes. One alternative which has been tested is a program of minimal licensing, sometimes described as *registration*. Pilot projects involving registration are underway in North Dakota, Michigan, New Jersey and South Carolina. Texas and Massachusetts have already adopted such a program for all their family day care licensing. The results of the experiments have been encouraging. In Michigan, the number of regulated homes in two counties which tried registration increased 31% in a small county and 63% in a large county. Registration proved to be less expensive than conventional licensing and was perceived by providers to be less complicated.[11] In Texas, the number of licensed family day care homes increased from 1,950 in 1975 to 5,000 in 1977, after registration had been instituted. Thus we have a tentative answer to one of the critical questions about registration: whether family day care providers would more readily submit to a registration program compared to traditional licensing. Apparently, registration has proved more acceptable to family day care providers where it has been tried, and has resulted in an expansion in family day care homes registered and regulated.

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[8] The special licensing problems of family day care have not been confined to California, but have been experienced in many other states. For an excellent review of the problems and alternative solutions, see Gwen Morgan's *Alternatives for Regulation of Family Day Care Homes for Children* (Day Care and Child Development Council of America, 1974). See also the papers included in the *Report and Recommendations* of the California Child Care Licensing Task Force.

[9] New family day care regulations are currently being written under the Community Care Facilities Act, to supercede Title 22. However, the draft regulations which have been circulated are even more detailed and burdensome than are the Title 22 regulations. Obviously, removing licensing from the Community Care Facilities Act is even more important in the case of family day care than for center care.

[10] See Publicly Subsidized Child Care Services in Calif., (8/23/74), p. 5.

We consider that the concept of registration merits serious consideration in California, as a way of making family day care licensing simpler, less arbitrary and more widespread. We propose that **THE OFFICE OF CHILD CARE FACILITIES LICENSING ADOPT A SYSTEM OF REGISTRATION ON A PILOT BASIS. THE PILOT PROGRAMS SHALL BE ESTABLISHED IN THREE REGIONS — ONE URBAN, ONE SUBURBAN, AND ONE RURAL.** Because the success of a registration system depends critically on the amount of information available to parents, the counties chosen for the pilot projects should be ones with etablished information and referral agencies. The pilot projects should run for two years; at the end of that period, they should be evaluated by an independent evaluation, with recommendations to the Governor and the Legislature as to whether registration should be extended, should be modified or should be abandoned in favor of a return to traditional licensing.

This program of registration formulated by the Office of Child Care Facilities Licensing for the pilot projects should contain only the following elements:

1. A plan for the collection and dissemination of information on family day care homes which have been registered. All operators shall provide basic information about themselves and about the facility they expect to operate, including their name, address, telephone number, age and sex, the number and ages of children they expect to care for, the size of the home in which care will be provided, including information about outdoor play space available. The Office of Child Care Facilities Licensing will in turn devise a plan to make this information easily available to parents seeking care. Applicants shall be given copies of rules and regulations, and these should be made available to parent-consumers as well.

2. The Office of Child Care Facilities Licensing shall develop rules and regulations governing family day care homes, which shall be limited to:

   a. Adult/child ratios;
   b. Health and safety considerations including fire safety, poison control, first aid procedures in case of accidents, disaster and emergency plans, and swimming pool safety where applicable;
   c. Records to be maintained for children in care;
   d. Prohibitions against child abuse and neglect, and against corporal punishment.

3. All providers will be required to certify that they comply with the requirements established by the Office of Child Care Licensing. In addition, all providers will be required to provide evidence of a negative tuberculosis test within the past year. Finally, they will be required to certify that they have not been convicted of any sexual offenses relating to children, child abuse, or any other crimes involving violence to or neglect of children.

4. The Office of Child Care Facilities Licensing shall develop procedures to be followed in the event of complaints about the operation of a family day care home, including procedures for visits, procedures to obtain corrections of unsafe conditions, procedures to suspend or revoke licenses, and procedures to invoke criminal sanctions against operators who fail to correct unsafe conditions.

5. During the pilot period, there should be random checks of registered homes on a sample basis.

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[11] Jeralyn Lowe, Jacqueline Wood, and Reginald Carter, "Demonstration Project: Registration of Family Day Care Homes", and Jacqueline Wood, "Michigan's Family Day Care Home Registration Project", in *Proceedings: Ninth Biennial Region V Licensing Workshop*. The Michigan experiment did find an increased number of rule violations associated with registration, but only a few rules were violated — for example, the requirement of a tuberculosis test and a medical statement attesting to good health — and were easily correctable. In contrast, the violations in conventionally-licensed homes included a wider range of more serious violations.

UNRESOLVED ISSUES

Implementing our administrative recommendations and beginning pilot programs of registration would constitute major steps in creating a more rational and effective system of child care licensing in California. However, we should acknowledge two major problems which remain unsolved: the current existence of three sets of child care regulations, and the roles of local zoning, fire, health and building ordinances.

Both of these issues involve the most difficult political and financial issues, and their resolution will not be easy. We recommend that: **SEPARATE LEGISLATION ADDRESSING INCONSISTENCY OF LOCAL ORDINANCES AND THE THREE SETS OF REGULATIONS BE FORMULATED DURING THE COMING YEAR,** to begin the arduous process of reaching concensus on these two issues.

As we mentioned earlier in this report, the existence of three sets of licensing standards — FIDCR regulations for federally-subsidized facilities, Title 5 regulations for state-subsidized facilities, and Title 22 regulations for private facilities — has led to confusion and divisiveness in the child care community. It has long been a goal of the Governor's Advisory Committee to establish one set of standards for all children in the state. There are currently two major stumbling blocks. First, FIDCR regulations are now in the process of being revised, and until these changes are completed it will be impossible to coordinate other state standards with federal requirements. Second, many private programs and some publicly-subsidized programs — including AB 3059 programs — have been established on the assumption that Title 22 adult-child ratios will be maintained. To move to a more stringent set of standards as a compromise between Title 22 regulations and the FIDCR standards, it will be necessary to consider these expectations. For example, it may be necessary to provide state funds for increased staffing before it is possible to move to a uniform set of regulations.

CONCLUSION

The Governor's Advisory Committee on Child Development Programs has proposed several administrative and substantive solutions to California's current child care licensing crisis. We hope that child care providers, parents and advocates will join us in this major effort to resolve and reform a system which has inadequately served families and providers in our state.

News United States Department of Labor

Bureau of Labor Statistics Washington, D.C. 20212

Contact: H. Hayghe (202) 523-1960
B. Johnson (202) 523-1959
K. Hoyle 523-1913
home: 333-1384

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MARITAL AND FAMILY CHARACTERISTICS OF THE LABOR FORCE, MARCH 1978

The number of families with more than one earner has risen dramatically during this decade, the Bureau of Labor Statistics of the U.S. Department of Labor announced today. Among husband-wife families, 27.5 million or 58 percent had two or more earners in March 1978. (See table 1.)

The increase in multi-earner families is largely a reflection of the increase of labor force participation on the part of wives. Since 1970, the number of wives in the labor force has increased by 4.4 million, and by March 1978, 47.6 percent of all wives were in the labor force. (See tables 2 and 3.) In contrast, the labor force participation rate of married men has continued its long-term downward drift, dropping to 81.6 percent in March.

Never-married men and women have continued to post striking labor force gains accounting for nearly 60 percent of the 2.7 million over-the-year rise. Since 1970, single persons have made up nearly half the total increase in the civilian labor force. The large increase in the number of single persons in the work force has reflected both the maturing of the "baby boom" children and the growing tendency among young persons to postpone marriage.

Continuing past trends, the number of families headed by women who had either never married or were widowed, divorced, or separated has escalated [illegible] a record 8.2 million, or 1 of every 7 families in the United States. The labor force participation rate of these women had risen to 58.9 percent by March 1978 after averaging about 54 percent throughout most of the 1970's.

Other highlights of the marital and family characteristics of workers in March 1978 are as follows:

> The number of children whose mothers work or look for work reached 29.7 million, or about 50 percent of all children under 18 living with their families. (See table 4.) One out of 5 of the children with working mothers were in families headed by women, compared with 1 out of 7 at the start of this decade. Median income in 1977 for this type of family was only $8,100, compared with $19,900 for husband-wife families where the mother worked.

The number of mothers in the labor force continued to increase, reaching 16.1 million in March 1978. Over one-fifth of these mothers were divorced, separated, widowed, or never married. (See table 5.) Labor force participation rates ranged from 77 percent for divorced mothers to about 50 percent for wives and single mothers.

The labor force participation rates of white and black women were, respectively, 48.6 and 52.2 percent in March 1978, while the rate for Hispanic women was 45.4 percent. (See tables 6, 7, and 8.) Nearly three-fifths of the white women working or looking for work were married, husband present, compared with two-fifths of the black women.

These findings are from the annual survey of marital and family characteristics of workers in the population 16 years old and over. The survey was conducted in March 1978 for the Bureau of Labor Statistics by the Bureau of the Census. Additional information on this subject will appear as "Special Labor Force Reports" in forthcoming issues of the Monthly Labor Review.

Table 1. Number of earners in families, relationship, and median family income in 1977, by type of family, March 1978

Number of earners, relationship and type of family	Number (in thousands)	Percent distribution	Median family income in 1977
Total families	57,215	100.0	$16,146
No earners	7,358	12.9	5,594
1 earner	19,444	34.0	13,218
2 or more earners	30,413	53.2	20,415
Husband-wife families, total	47,385	100.0	17,720
No earners	5,066	10.7	6,935
1 earner	14,868	31.4	15,027
Husband only	12,939	27.3	15,796
Wife only	1,427	3.0	10,449
Other relative only	502	1.1	12,184
2 or more earners	27,451	57.9	21,064
Husband and wife	23,116	48.8	20,722
Husband and other, not wife	3,790	8.0	23,945
Husband non-earner	544	1.1	16,514
Other families, total	9,830	100.0	8,646
Headed by women 1/, total	8,236	100.0	7,765
No earners	2,095	25.4	3,910
1 earner	3,869	47.0	7,977
2 or more earners	2,272	27.6	13,701
Headed by men 1/, total	1,594	100.0	14,538
No earners	197	12.4	5,564
1 earner	707	44.4	13,087
2 or more earners	690	43.3	18,697

1/ Includes only divorced, separated, widowed or never-married persons.

NOTE: Due to rounding, sums of individual items may not equal totals.

Table 2. Changes in civilian labor force by sex and marital status, March 1970, 1977, and 1978

(Numbers in thousands)

Sex and marital status	Civilian labor force			Change from March 1970 to March 1978	
	March 1970	March 1977	March 1978	Number	Percent distribution of change
Both sexes, total	81,693	95,766	98,437	16,744	100.0
Men, total	50,460	56,392	57,466	7,006	41.8
Never married	9,421	13,186	13,978	4,557	27.2
Married, wife present	38,123	38,704	38,507	384	2.3
Married, wife absent	1,053	1,436	1,703	650	3.9
Widowed	672	571	567	-105	-.6
Divorced	1,191	2,496	2,711	1,520	9.1
Women, total	31,233	39,374	40,971	9,738	58.2
Never married	6,965	9,470	10,222	3,257	19.5
Married, husband present	18,377	22,377	22,789	4,412	26.3
Married, husband absent	1,422	1,715	1,802	380	2.3
Widowed	2,542	2,251	2,269	-273	-1.6
Divorced	1,927	3,561	3,888	1,961	11.7

NOTE: Due to rounding, sums of individual items may not equal totals.

Table 3. Employment status of persons 16 years and over by marital status and sex, March 1978

(Numbers in thousands)

Marital status and sex	Population	Civilian labor force					Armed Forces 1/
					Unemployed		
		Number	Labor force participation rate	Employed	Number	Percent of labor force	
Both sexes, total	159,062	98,437	62.2	91,964	6,473	6.6	874
Men	75,688	57,466	76.8	53,865	3,601	6.3	874
Never married	20,287	13,978	69.2	12,186	1,792	12.8	81
Married, wife present	47,920	38,507	81.6	37,118	1,389	3.6	730
Other ever married	7,481	4,980	67.1	4,561	419	8.4	62
Married, wife absent	2,236	1,703	77.4	1,529	174	10.2	35
Widowed	1,861	567	30.5	534	32	5.7	2
Divorced	3,384	2,711	80.7	2,498	213	7.8	26
Women	83,374	40,971	49.1	38,099	2,872	7.0	--
Never married	16,891	10,222	60.5	9,092	1,131	11.1	--
Married, husband present	47,906	22,789	47.6	21,614	1,175	5.2	--
Other ever married	18,577	7,960	42.8	7,393	566	7.1	--
Married, husband absent	3,173	1,802	56.8	1,609	193	10.7	--
Widowed	10,147	2,269	22.4	2,159	110	4.9	--
Divorced	5,257	3,888	74.0	3,625	263	6.8	--

1/ Includes only male members of the Armed Forces living off post or with their families on post.

NOTE: Due to rounding, sums of individual items may not equal totals.

Table 4. Number of own children under 18 years old, by age, type of family, and labor force status of mother, March 1970 and March 1978

(Numbers in thousands)

Item	Total children under 18		Children 6 to 17		Children under 6	
	1970	1978	1970	1978	1970	1978
Total children 1/	65,755	59,675	46,149	42,702	19,606	16,973
Mother in labor force	25,544	29,741	19,954	22,867	5,590	6,874
Mother not in labor force	39,550	29,058	25,627	19,094	13,923	9,964
Husband-wife families	58,399	48,770	40,479	34,293	17,920	14,478
Mother in labor force	21,982	23,662	17,035	17,975	4,947	5,686
Mother not in labor force	36,417	25,109	23,444	16,317	12,973	8,792
Families headed by women 2/	6,695	10,029	5,102	7,668	1,593	2,360
Mother in labor force	3,562	6,079	2,919	4,891	643	1,188
Mother not in labor force	3,133	3,949	2,183	2,777	950	1,173
Families headed by men 2/	661	876	568	741	93	135

1/ Children are defined as "own" children of husband-wife families or of women or men heading families. Included are never married sons, daughters, step children, and adopted children. Excluded are other related children such as grandchildren, nieces, nephews, cousins, and unrelated children.

2/ Includes only divorced, separated, widowed, or never-married persons.

NOTE: Due to rounding, sums of individual items may not equal totals.

Table 5. Labor force status of women 16 years and over, by marital status and presence and age of youngest child, March 1978

(Numbers in thousands)

Marital and labor force status	Total	No children under 18 years	With children under 18 years						
			Total	6 to 17 years only			Under 6 years		
				Total	14 to 17 years, none younger	6 to 13 years	Total	3 to 5 years, none younger	Under 3 years
Women, 16 years and over, total	83,374	52,861	30,513	17,213	5,216	11,998	13,299	5,416	7,884
In labor force	40,971	24,823	16,147	10,334	3,110	7,224	5,813	2,730	3,083
Labor force participation rate	49.1	47.0	52.9	60.0	59.6	60.2	43.7	50.4	39.1
Unemployment rate	7.0	6.7	7.4	5.3	3.9	5.9	11.2	9.5	12.7
Never married, total	16,891	15,951	940	303	54	249	639	259	378
In labor force	10,222	9,746	476	212	24	188	264	130	134
Labor force participation rate	60.5	61.1	50.6	69.9	1/	75.5	41.5	50.1	35.6
Unemployment rate	11.1	10.5	23.0	18.8	1/	18.7	26.3	21.9	30.5
Married, husband present	47,906	23,066	24,841	13,694	4,141	9,553	11,147	4,346	6,800
In labor force	22,789	10,320	12,469	7,829	2,382	5,448	4,640	2,082	2,558
Labor force participation rate	47.6	44.7	50.2	57.2	57.5	57.0	41.6	47.9	37.6
Unemployment rate	5.2	3.9	6.2	4.1	3.4	4.4	9.7	7.8	11.4
Married, husband absent	3,173	1,495	1,679	913	266	647	765	348	418
In labor force	1,802	818	985	564	166	398	420	207	214
Labor force participation rate	56.8	54.7	58.6	61.8	62.3	61.6	54.9	59.4	51.2
Unemployment rate	10.7	7.5	13.4	12.4	9.5	13.6	14.7	13.3	16.0
Widowed, total	10,147	9,470	677	595	289	306	82	56	27
In labor force	2,269	1,891	379	337	154	183	41	32	9
Labor force participation rate	22.4	20.0	55.9	56.7	53.5	59.8	50.3	1/	1/
Unemployment rate	4.9	3.8	10.2	8.7	6.2	10.8	1/	1/	1/
Divorced, Total	5,257	2,880	2,377	1,709	466	1,242	668	407	261
In labor force	3,888	2,049	1,839	1,391	384	1,007	447	279	169
Labor force participation rate	74.0	71.2	77.4	81.4	82.4	81.1	67.0	58.5	64.6
Unemployment rate	6.8	5.7	7.9	6.1	2.3	7.5	13.8	13.6	14.1

1/ Rate not shown where base is less than 75,000.

NOTE: Due to rounding, sums of individual items may not equal totals.

Table 6. Employment status of white persons 16 years and over by marital status and sex, March 1978

(Numbers in thousands)

Marital status and sex	Population	Civilian labor force					Armed Forces 1/
		Number	Labor force participation rate	Employed	Unemployed		
					Number	Percent of labor force	
Both sexes, total	139,718	86,746	62.4	81,751	4,995	5.8	719
Men	66,894	51,331	77.6	48,475	2,856	5.6	719
Never married	17,091	12,032	70.7	10,687	1,345	11.2	63
Married, wife present	43,866	35,314	81.6	34,096	1,218	3.4	607
Other ever married	5,938	3,985	67.7	3,693	293	7.3	50
Married, wife absent	1,531	1,204	80.1	1,106	98	8.1	27
Widowed	1,539	452	29.4	429	23	5.0	2
Divorced	2,868	2,330	81.8	2,157	173	7.4	21
Women	72,824	35,415	48.6	33,276	2,139	6.0	--
Never married	13,740	8,612	62.7	7,843	769	8.9	--
Married, husband present	43,799	20,432	46.6	19,452	980	4.8	--
Other ever married	15,285	6,371	41.7	5,981	390	6.1	--
Married, husband absent	2,056	1,168	56.8	1,066	101	8.7	--
Widowed	8,848	1,912	21.6	1,831	82	4.3	--
Divorced	4,381	3,291	75.1	3,084	207	6.3	--

1/ Includes only male members of the Armed Forces living off post or with their families on post.

NOTE: Due to rounding, sums of individual items may not equal totals.

Table 7. Employment status of black persons 16 years and over by marital status and sex, March 1978

(Numbers in thousands)

Marital status and sex	Population	Civilian labor force					Armed Forces 1/
		Number	Labor force participation rate	Employed	Unemployed		
					Number	Percent of labor force	
Both sexes, total	16,572	9,909	60.2	8,600	1,310	13.2	123
Men	7,470	5,161	70.3	4,497	665	12.9	123
Never married	2,734	1,655	60.9	1,245	410	24.8	15
Married, wife present	3,326	2,597	80.4	2,458	140	5.4	95
Other ever married	1,409	909	65.1	794	115	12.7	12
Married, wife absent	646	447	70.0	378	69	15.4	8
Widowed	285	109	38.0	99	10	9.1	--
Divorced	478	354	74.7	317	37	10.3	5
Women	9,102	4,748	52.2	4,103	645	13.6	--
Never married	2,842	1,420	49.9	1,087	333	23.4	--
Married, husband present	3,233	1,885	58.3	1,732	153	8.1	--
Other ever married	3,027	1,443	47.7	1,284	159	11.0	--
Married, husband absent	1,066	599	56.2	510	89	14.8	--
Widowed	1,166	317	27.2	289	28	8.8	--
Divorced	795	527	66.3	484	43	8.1	--

1/ Includes only male members of the Armed Forces living off post or with their families on post.

NOTE: Due to rounding, sums of individual items may not equal totals.

Table 8. Employment status of Hispanic persons 16 years and over by marital status and sex, March 1978

(Numbers in thousands)

Marital status and sex	Population	Civilian labor force					Armed Forces 1/
		Number	Labor force participation rate	Employed	Unemployed		
					Number	Percent of labor force	
Both sexes, total	7,544	4,653	61.9	4,210	444	9.5	26
Men	3,574	2,852	80.4	2,597	256	9.0	26
Never married	1,070	707	66.2	599	108	15.3	1
Married, wife present	2,151	1,868	87.8	1,741	127	6.8	25
Other ever married	352	277	78.8	257	21	7.5	--
Married, wife absent	169	148	88.0	138	10	6.6	--
Widowed	51	21	40.3	20	1	5.0	--
Divorced	133	109	82.1	99	10	9.1	--
Women	3,970	1,801	45.4	1,613	188	10.4	--
Never married	934	504	54.0	427	77	15.3	--
Married, husband present	2,204	966	43.9	882	85	8.8	--
Other ever married	832	331	39.7	305	26	7.9	--
Married, husband absent	296	117	39.5	108	9	7.5	--
Widowed	260	46	17.7	42	4	8.7	--
Divorced	277	168	60.7	155	13	8.0	--

1/ Includes only male members of the Armed Forces living off post or with their families on post.

NOTE: Due to rounding, sums of individual items may not equal totals.

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Office of Information
Washington, D.C. 20210

Contact H. HAYGHE (202) 523-1960
K. HOYLE (202) 523-1913
home: 333-1384

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SINGLE MEN AND MARRIED WOMEN SHOW UNUSUALLY LARGE LABOR FORCE GAINS

Single men and married women posted steep labor force gains over the year ending March 1977, the Bureau of Labor Statistics of the U.S. Department of Labor announced today. Virtually all of the increases were in employment.

Nearly three-quarters of a million more single (never-married) men were in the March 1977 labor force than a year earlier (table 1). Though smaller, the rise among single women was a substantial 390,000. These labor force increases reflect the long-term growth in the number of single persons 20 to 30 years old due primarily to the aging of the enormous number of children born in the late 1940's and 1950's. Labor force participation rates are comparatively high for single men and women in the 20 to 30 year age group. In addition, many of these persons are marrying somewhat later than has been the case in recent decades, thus contributing to the rise in the number of independent, one-person households.

The rise in the number of working wives with husband present (about 825,000) was one of the largest over-the-year increases on record as their labor force participation rate advanced to 46.6 [illegible]cent (table 2). In March 1977, almost half of the wives in the labor force had no children under 18 years old, and for the first time in several years, their labor force participation rate edged up, reaching 44.9 percent. The participation rates for wives with children under age 18 rose sharply over the year--from 53.7 to 55.6 percent for wives with school age children and from 37.4 percent to 39.3 percent for wives with children under age 6.

Other highlights of the marital and family characteristics of workers in March 1977 are as follows:

> Nearly two-thirds of the 15.5 million mothers in the labor force were employed full time. Of the mothers in the labor force, over one-fifth were divorced, separated, widowed or never-married (single). More than three-fourths of all divorced mothers and over half of the separated mothers were in the labor force. The participation rate for single

mothers (42.7 percent) was high considering that three-fourths of them had children under 6 (table 3).

The number of children under age 18 in families with mothers working or looking for work continued to rise, reaching a record 28.9 million in March 1977 (table 4). More than a fifth (13.6 million) of all children were in families in which the father was either absent, unemployed, or not in the labor force.

Multi-earner families accounted for about 57.3 percent of the 47.5 million husband-wife families, and in the majority of these families (84 percent) both husband and wife were earners.

Only 27.7 percent of the 7.7 million families headed by women had more than one earner in 1976 (table 5), and 26.8 percent had no earners. As might be expected, multi-earner families had higher average income ($12,400) than the one-earner families ($7,500).

These findings are from the annual survey of marital and family characteristics of workers in the population 16 years old and over. The survey was conducted in March 1977 for the Bureau of Labor Statistics by the Bureau of the Census. Additional information on this subject will appear in two forthcoming "Special Labor Force Reports."

Table 1. Changes in civilian labor force by sex and marital status, March 1970, 1976, and 1977

(Numbers in thousands)

Sex and marital status	Civilian labor force			Change from March 1970 to March 1976		Change from March 1976 to March 1977	
	March 1970	March 1976	March 1977	Number	Percent distribution of change	Number	Percent distribution of change
Both sexes, total	81,693	93,063	95,766	11,370	100.0	2,703	100.0
Men, total	50,460	55,246	56,392	4,786	42.1	1,146	42.4
Never married	9,421	12,467	13,186	3,046	26.8	719	26.6
Married, wife present	38,123	38,674	38,704	551	4.8	30	1.1
Married, wife absent	1,053	1,423	1,436	370	5.3	13	.5
Widowed	672	539	571	-133	-1.2	32	1.2
Divorced	1,191	2,142	2,496	951	8.4	354	13.1
Women, total	31,233	37,817	39,374	6,584	57.9	1,557	57.6
Never married	6,965	9,083	9,470	2,118	18.6	387	14.3
Married, husband present	18,377	21,554	22,377	3,177	27.9	823	30.4
Married, husband absent	1,422	1,801	1,715	379	3.3	-86	-3.2
Widowed	2,542	2,233	2,251	-309	-2.7	18	.7
Divorced	1,927	3,146	3,561	1,219	10.7	415	15.4

NOTE: Due to rounding, sums of individual items may not equal totals.

(Table 2. Employment status of persons 16 years and over by marital status and sex, March 1977

(Numbers in thousands)

Marital status and sex	Population	Civilian labor force					Armed Forces 1/
		Number	Labor force participation rate	Employed	Unemployed		
					Number	Percent of labor force	
Both sexes, total--------	156,600	95,766	61.5	88,221	7,546	7.9	954
Men-------------------------	74,541	56,392	76.6	52,187	4,206	7.5	954
Never married-----------	19,553	13,186	67.8	11,189	1,996	15.1	101
Married, wife present----	48,002	38,704	82.0	36,987	1,717	4.4	787
Other ever married-------	6,986	4,503	65.1	4,011	492	10.9	66
Married, wife absent--	1,927	1,436	76.1	1,252	184	12.8	40
Widowed--------------	1,887	571	30.3	527	45	7.8	-
Divorced-------------	3,172	2,496	79.3	2,232	264	10.6	25
Women-----------------------	82,059	39,374	48.0	36,034	3,340	8.5	-
Never married-----------	16,078	9,470	58.9	8,336	1,134	12.0	-
Married, husband present-	47,984	22,377	46.6	20,854	1,523	6.8	-
Other ever married------	17,997	7,526	41.8	6,844	683	9.1	-
Married, husband absent---------------	3,110	1,715	55.1	1,477	237	13.8	-
Widowed--------------	10,024	2,251	22.5	2,108	143	6.3	-
Divorced-------------	4,863	3,561	73.2	3,258	303	8.5	-

1/ Includes only male members of the Armed Forces living off post or with their families on post.

NOTE: Due to rounding, sums of individual items may not equal totals.

Table 3. Labor force status of women 16 years and over, by marital status and presence and age of youngest child, March 1977

(Numbers in thousands)

Marital and labor force status	Total	No children under 18 years	With children under 18 years						
			Total	6 to 17 years only			Under 6 years		
				Total	14 to 17 years, none younger	6 to 13 years	Total	3 to 5 years, none younger	Under 3 years
Women, 16 years and over, total	82,059	51,560	30,499	17,108	4,913	12,195	13,392	5,660	7,732
In labor force	39,374	23,913	15,461	9,981	2,904	7,076	5,480	2,770	2,711
Labor force participation rate	48.0	46.4	50.7	58.3	59.1	58.0	40.9	48.9	35.1
Unemployment rate	8.5	8.3	8.7	6.4	6.1	6.5	13.0	11.0	15.0
Never married, total	16,078	15,298	780	209	28	181	571	220	351
In labor force	9,470	9,137	333	125	16	109	208	97	112
Labor force participation rate	58.9	59.7	42.7	59.7	1/	60.0	36.5	43.9	31.8
Unemployment rate	12.0	11.3	30.8	20.7	1/	21.6	36.9	28.0	44.6
Married, husband present	47,984	22,886	25,098	13,800	3,924	9,876	11,298	4,590	6,708
In labor force	22,377	10,268	12,109	7,674	2,247	5,427	4,435	2,132	2,304
Labor force participation rate	46.6	44.9	48.2	55.6	57.3	54.9	39.3	46.4	34.3
Unemployment rate	6.8	6.1	7.4	5.5	5.4	5.6	10.8	8.7	12.7
Married, husband absent	3,110	1,431	1,679	895	234	661	784	380	404
In labor force	1,715	794	921	555	144	411	366	221	145
Labor force participation rate	55.1	55.5	54.8	62.0	61.3	62.3	46.6	58.1	35.8
Unemployment rate	13.8	10.7	16.5	12.1	12.0	12.1	23.4	22.3	25.0
Widowed, total	10,024	9,336	688	613	301	313	75	45	29
In labor force	2,251	1,891	360	326	154	172	34	23	11
Labor force participation rate	22.5	20.3	52.3	53.1	51.4	54.8	45.2	1/	1/
Unemployment rate	6.3	5.9	8.4	7.1	7.2	7.0	1/	1/	1/
Divorced, total	4,863	2,609	2,254	1,591	427	1,164	664	424	239
In labor force	3,561	1,822	1,738	1,301	343	958	437	298	139
Labor force participation rate	73.2	69.8	77.1	81.8	80.5	82.3	65.9	70.3	58.2
Unemployment rate	8.5	7.6	9.5	7.6	7.2	7.8	15.0	13.8	17.6

1/ Rate not shown where base is less than 75,000.

NOTE: Due to rounding, sums of individual items may not equal totals.

Table 4. Number of own children under 18 years old, by age, race, type of family, and labor force status of mother, March 1970, and March 1977

(Numbers in thousands)

Item	Children under 18 years		Children under 6 years		Children 6 to 17 years	
	1970	1977p	1970	1977p	1970	1977p
Total children 1/	65,755	60,584	19,606	17,117	46,149	43,467
Mother in labor force	25,544	28,892	5,590	6,431	19,954	22,462
Mother not in labor force	39,550	30,885	13,923	10,582	25,627	20,304
Husband-wife families	58,399	50,279	17,920	14,780	40,479	35,499
Mother in labor force	21,982	23,341	4,947	5,411	17,035	17,930
Mother not in labor force	36,417	26,938	12,973	9,369	23,444	17,569
Families headed by women 2/	6,695	9,499	1,593	2,233	5,102	7,266
Mother in labor force	3,562	5,551	643	1,020	2,919	4,532
Mother not in labor force	3,133	3,947	950	1,213	2,183	2,735
Other families headed by men 2/	661	807	93	104	568	702
White children, total	56,903	51,500	16,940	14,574	39,963	36,926
Mother in labor force	21,194	23,915	4,459	5,191	16,735	18,724
Mother not in labor force	35,244	26,894	12,424	9,305	22,820	17,589
Husband-wife families	52,336	44,932	15,975	13,208	36,361	31,724
Mother in labor force	18,965	20,206	4,083	4,553	14,782	15,653
Mother not in labor force	33 471	24,727	11,892	8,656	21,579	16,071
Families headed by women 2/	4,102	5,878	908	1,288	3,194	4,589
Mother in labor force	2,329	3,710	376	639	1,953	3,071
Mother not in labor force	1,773	2,168	532	650	1,241	1,518
Other families headed by men 2/	465	690	57	78	480	613
Black children, total	8,054	7,905	2,381	2,144	5,673	5,761
Mother in labor force	4,015	4,360	1,031	1,062	2,984	3,299
Mother not in labor force	3,849	3,439	1,315	1,056	2,534	2,383
Husband-wife families	5,335	4,318	1,683	1,205	3,652	3,113
Mother in labor force	2,810	2,597	775	694	2,035	1,903
Mother not in labor force	2,525	1,721	908	511	1,617	1,210
Families headed by women 2/	2,529	3,482	663	913	1,866	2,569
Mother in labor force	1,205	1,763	256	368	949	1,395
Mother not in labor force	1,324	1,718	407	545	917	1,173
Other families headed by men 2/	190	106	35	26	155	80

1/ Children are defined as "own" children of the family head and include never married sons, daughters, step children, and adopted children. Excluded are other related children such as grandchildren, nieces, nephews, cousins, and unrelated children.

2/ Widowed, divorced, separated, and never married family heads.

p = Preliminary

NOTE: Due to rounding, sums of individual items may not equal totals.

Table 5. Number of earners in families and income in 1976 by type of family

(Numbers in thousands)

Number of earners and family income	Husband-wife families	Families headed by divorced, separated, widowed, and never-married:	
		Women	Men
Number of families			
Total	47,497	7,713	1,500
No earners	4,865	2,067	204
1 earner	15,410	3,513	689
2 earners or more	27,223	2,133	606
Percent			
Total	100.0	100.0	100.0
No earners	10.2	26.8	13.6
1 earner	32.4	45.5	45.9
2 earners or more	57.3	27.7	40.5
Median family income			
Total	$16,350	$ 7,211	$12,860
No earners	$ 6,570	$ 3,794	$ 5,703
1 earner	$13,829	$ 7,513	$11,917
2 earners or more	$19,345	$12,396	$16,742

NOTE: Due to rounding, sums of individual items may not equal totals.

Working Mothers and Their Children

U.S. Department of Labor
Ray Marshall, Secretary

Employment Standards Administration
Donald Elisburg, Assistant Secretary
for Employment Standards

Women's Bureau
Alexis M. Herman, Director
1977

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One of the most striking demographic changes that has taken place in the post-World War II era has been the increase in labor force participation of women with children under 18 years of age. Since the period immediately preceding World War II, the number of women workers has more than doubled but the number of working mothers has increased more than tenfold.

Nearly half (49 percent) of all mothers were in the labor force in March 1976 compared with 35 percent in 1965, 27 percent in 1955, and only 9 percent in 1940. Although the labor force participation rates of all women have increased markedly in the postwar era, the growth among mothers has been substantially larger, so that by 1976 their rate actually surpassed that for all women.

Working mothers make substantial contributions to the Nation's economy as well as to family income. In many instances these working women raise family income above the poverty level. Among those working mothers with husbands present, 20 percent had husbands whose incomes were below $7,000 in 1975. Also, income is of crucial importance to a significant number of women who are raising children in homes where the father is absent; 2.9 million working mothers were widowed, divorced, or separated in 1976.

Nearly half (46 percent) of all children under 18 years of age have mothers in the work force. While the number of children in the population has declined sharply since 1970, the number of children with working mothers has risen considerably--by 2.7 million.

MOTHERS IN THE LABOR FORCE

Of the nearly 38 million women in the labor force in March 1976, 14.6 million had children under 18 years of age. Some 9.2 million of these mothers had children 6 to 17 years of age only, representing over three-fifths of all working mothers. About 5.4 million had children under age 6,[1] accounting for nearly two-fifths of all working mothers. Of these mothers, 2.8 million had children 3 to 5 years and 2.5 million had children under 3 years of age.

Mothers with husbands absent (widowed, divorced, separated) were more likely to be in the labor force than were those with husbands present, regardless of the ages of their children. Even with very young children (under 6 years of age), mothers with husbands absent had a labor force participation rate of 56 percent; the rate for those with husbands present was 37 percent (table 1).

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[1] May also have older children.

Note: "Mothers" refers to those with children under 18 years of age. Unless otherwise indicated, data are for March 1976 and apply to women 16 years of age and over.

Table 1.--Mothers in the Labor Force, by Marital Status of Mother and Age of Children, March 1976

(Mothers 16 years of age and over)

Marital status of mother and age of children	Number (in thousands)	Percent distribution	As percent of all ever-married women in the population
Mothers with children under 18 years	14,598	100.0	48.8
Married, husband present	11,693	80.1	46.1
Widowed, divorced, or separated	2,904	19.9	63.8
Mothers with children 6 to 17 years only	9,239	63.3	56.2
Married, husband present	7,270	49.8	53.7
Widowed, divorced, or separated	1,970	13.5	68.1
Mothers with children under 6 years 1/	5,358	36.7	39.7
Married, husband present	4,424	30.3	37.4
Widowed, divorced, or separated	935	6.4	56.2
Mothers with children 3 to 5 years (none under 3) 1/	2,827	19.4	47.2
Married, husband present	2,227	15.3	44.1
Widowed, divorced, separated	600	4.1	63.4
Mothers with children under 3 years 1/	2,531	17.3	33.8
Married, husband present	2,197	15.1	32.4
Widowed, divorced, or separated	335	2.3	46.7

1/ May also have older children.

Minority Mothers 2/

Of the 5.0 million minority women workers, nearly 2.2 million were mothers of children under 18 years of age. About 1.2 million of these mothers had children 6 to 17 years only, and 944,000 had children under the age of 6 (table 2).

Table 2.--Minority Mothers in the Labor Force, by Marital Status of Mother and Age of Children, March 1976

(Mothers 16 years of age and over)

Marital status of mother and age of children	Number (in thousands)	Percent distribution	As percent of ever-married women in the population
Mothers with children under 18 years	2,154	100.0	58.1
Married, husband present	1,438	66.8	58.3
Widowed, divorced, or separated	716	33.2	57.7
Mothers with children 6 to 17 years only	1,210	56.2	62.4
Married, husband present	753	35.0	63.8
Widowed, divorced, or separated	457	21.2	60.3
Mothers with children under 6 years 1/	944	43.8	53.3
Married, husband present	684	31.8	53.2
Widowed, divorced, or separated	259	12.0	53.8

1/ May also have older children.

In contrast to all mothers, the participation rates of minority mothers with children under 6 were about the same for those with husbands present and husbands absent--53 and 54 percent, respectively.

2/ Includes those of all races other than white. Spanish-origin mothers are included in the white population.

Trends in Labor Force Participation

Between 1940 and 1976 the labor force participation rate of mothers increased more than fivefold, reflecting the most significant change in the labor force this country has ever experienced. In 1940 the 28-percent rate of all women was over three times the 9-percent rate of all mothers. However, by 1976 the situation had changed dramatically. The rate for mothers, at 49 percent, was 2 percentage points higher than that for all women (table 3).

Table 3.--Labor Force Participation Rates of Mothers and All Women,1/ Selected Years, 1940-1976

Year	Mothers 2/	All women 3/
1976	48.8	46.8
1975	47.4	46.3
1974	45.7	45.6
1972	42.9	43.9
1970	42.0	43.3
1968	39.4	41.6
1966	35.8	38.9
1964	34.5	37.4
1962	32.9	36.6
1960	30.4	36.7
1958	29.5	36.0
1956	27.5	35.9
1954	25.6	33.7
1952	23.8	33.8
1950	21.6	33.1
1948	20.2	31.9
1946	18.2	31.2
1940	8.6	28.2

1/ Includes women 16 years of age and over for 1968-1976 and 14 years and over prior to 1968.

2/ Data are for March except 1946-1954, which are for April.

3/ Annual averages.

Although the presence of very young children in the home tends to affect the labor force participation of mothers, an increasing proportion of these mothers are entering the work force. For example, from 1971 to 1976 the labor force participation rate of mothers with children under 3 years of age rose 7 percentage points--from 27 to 34 percent; for those with children 3 to 5 years the rate increased 9 percentage points--from 38 to 47 percent. However, the rate for mothers with children 6 to 17 rose only 4 percentage points over the 5-year period--from 52 to 56 percent. In 1960 the labor force participation rate of mothers with children under 3 was 17 percent; with children 3 to 5, 27 percent; and with children 6 to 17, 43 percent.

Age

The median age of working mothers was 35 years--the same as that of all women workers. Slightly over one-fourth (26 percent) of all working mothers were between 25 and 34 years of age, and nearly one-fourth (22 percent) were between 35 and 44 (table 4).

Table 4.--Ever-Married Women 1/ in the Labor Force, by Age Group, March 1976

Age group	Number in labor force (in thousands)	Percent distribution	As percent of all ever-married women in the population
16 years of age and over	28,734	100.0	43.9
16 to 24 years	3,648	12.7	55.0
25 to 34 years	7,497	26.1	53.2
35 to 44 years	6,386	22.2	57.2
45 years and over	11,204	39.0	33.4

1/ Ever-married women with children under 18 years of age.

Work Experience

Among mothers (husband present) with work experience in 1975, those with children aged 6 to 17 were more likely to be working on full-time schedules 3/ than were those with preschool-age children (under 6). Of the total number with children 6 to 17 years old, 4.9 million were on full-time schedules, with 64 percent working year round (table 5). Of the mothers with children under 6 years of age, 3.6 million were on full-time schedules but only 40 percent worked 50 to 52 weeks.

About 3.1 million mothers with children 6 to 17 years of age were on part-time schedules 4/; 2.1 million (68 percent) of them worked 27 weeks or more. Of the 2.0 million part timers with children under 6, half worked 27 weeks or more.

Unemployment

The 8.6-percent unemployment rate of mothers was higher than that of all ever-married women (7.5 percent) but was about the same as that of all women workers (8.5 percent). The rate of married women with husbands present was 7.9 percent, substantially lower than the 11.3 percent for those who were widowed, divorced, or separated. Mothers who had children under age 6 and whose husbands were present in the home were unemployed at a rate of 11.2 percent, considerably lower than the 16.9 percent rate for mothers with husbands absent (table 6).

Occupations

The occupational distribution of working mothers with husbands present was quite similar to that of all women in March 1975 (latest date for which data are available). Among working mothers, 34 percent were clerical workers, 18 percent were service workers (except private household), 17 percent were in professional and technical jobs, and 13 percent were operatives. Only 5 percent were managers and administrators (table 7).

3/ Worked 35 hours or more a week during a majority of the weeks worked.

4/ Worked less than 35 hours a week during a majority of the weeks worked.

Table 5.--Work Experience in 1975 of Married Women (Husband Present), by Presence and Age of Children, March 1976

(Numbers in thousands)

Presence and age of children	Percent of civilian non-institutional population with work experience	Total	Worked full time 1/				Worked part time 2/		
			Total	50 to 52 weeks	27 to 49 weeks	1 to 26 weeks	Total	27 weeks or more	1 to 26 weeks
No children under 18 years	49.4	11,118	8,148	5,656	1,378	1,114	2,970	2,087	883
Children 6 to 17 years only	59.5	8,058	4,947	3,175	928	844	3,111	2,121	990
Children 3 to 5 years (none under 3) 3/	50.7	2,558	1,566	800	333	434	991	553	438
Children under 3 years 3/	44.3	3,003	1,990	605	552	832	1,013	453	560

1/ Worked 35 hours or more a week during a majority of the weeks worked.
2/ Worked less than 35 hours a week during a majority of the weeks worked.
3/ May also have older children.

Table 6.--Employment Status of Ever-Married Women 16 Years of Age and Over, by Presence and Age of Children, March 1976

(Numbers in thousands)

Employment status	Total	No children under 18 years	Children under 18				
			Total	6 to 17 years only	Under 6 years 1/		
					Total	3 to 5 years, none under 3	Under 3 years
All ever-married women	65,425	35,509	29,916	16,434	13,482	5,990	7,491
In labor force	28,734	14,137	14,598	9,239	5,358	2,827	2,531
Unemployed	2,149	897	1,252	599	654	276	378
Unemployment rate	7.5	6.3	8.6	6.5	12.2	9.8	14.9
Married (husband present)	47,852	22,490	25,361	13,543	11,819	5,044	6,774
In labor force	21,554	9,860	11,693	7,270	4,424	2,227	2,197
Unemployed	1,530	607	923	427	496	193	303
Unemployment rate	7.1	6.2	7.9	5.9	11.2	8.7	13.8
Widowed, divorced, or separated	17,573	13,019	4,554	2,891	1,663	946	717
In labor force	7,181	4,276	2,904	1,970	935	600	335
Unemployed	619	290	329	171	158	83	75
Unemployment rate	8.6	6.8	11.3	8.7	16.9	13.9	22.3

1/ May also have older children.

Table 7.--Occupational Distribution of Working Mothers (Husband Present), by Age of Children, March 1975

Occupation group	Children Under 18 years	 6 to 17 years	 Under 6 years 1/
Total (in thousands)	10,286	6,465	3,821
Percent	100.0	100.0	100.0
Professional and technical workers	17.4	16.4	18.9
Manager and administrators, nonfarm	4.7	5.4	3.4
Sales workers	6.8	7.1	6.2
Clerical workers	34.4	35.3	32.7
Craft and kindred workers	1.7	2.0	1.4
Operatives, including transport	13.1	12.8	13.8
Service workers (except private household)	17.7	17.0	18.9
Private household workers	2.1	1.9	2.6
Farmers and farm managers	0.3	0.3	0.3
Farm laborers and supervisors	1.0	1.0	0.9
Laborers, nonfarm	0.8	0.7	0.9

1/ May also have older children.

INCOME OF HUSBANDS

A significant proportion of working mothers have husbands whose incomes are below the low-income or poverty level.5/ In fact, among the 11.7 million working mothers with husbands present, 2.3 million had husbands whose 1975 incomes were below $7,000. Included were 595,000 whose husbands had incomes below $3,000; 671,000 whose husbands had incomes between $3,000 and $5,000; and about 1 million whose husbands had incomes between $5,000 and $7,000.

Among working mothers with school-age children (6 to 17), 1.2 million had husbands with incomes below $7,000; almost as many (1.0 million) with preschoolers had husbands in that income bracket.

5/ The low-income or poverty level is based on the Social Security Administration's poverty thresholds, adjusted annually in accordance with changes in the Department of Labor's Consumer Price Index. Classified as poor in 1975 were those nonfarm households where total money income was less than $2,724 for an unrelated individual; $3,506 for a couple; and $5,500 for a family of four. (The poverty level for farm families was set at 85 percent of the corresponding levels for nonfarm families.)

Among minority mothers in the labor force, about 475,000 (33 percent) had husbands with 1975 incomes below $7,000. Of these mothers, 102,000 had husbands with incomes below $3,000; 158,000, between $3,000 and $5,000; and 216,000, between $5,000 and $7,000. About 265,000 minority mothers with school-age children and 210,000 with preschoolers had husbands whose incomes were below $7,000.

CHILDREN OF WORKING MOTHERS

Of the 61.7 million children under 18 years of age, 28.2 million (46 percent of all children under 18 years) had mothers in the labor force (table 8). Although the total number of children in the population has decreased by 4.1 million since 1970 (a result of the overall decline in the birth rate), the number of children with mothers in the labor force has risen by 2.6 million. The increase occurred mostly in female-head families--1.7 million; in husband-wife families the increase was 886,000.

Among families with school-age children only (6 to 17 years), the increase in the number of children with working mothers was also greater in female-head families, where the number rose by 1.3 million. In husband-wife families the increase was 453,000. However, among families with pre-school-age children (under 6 years), the increase since 1970 in the number of children with mothers in the labor force was slightly greater in husband-wife families (433,000) than in female-head families (416,000).

Table 8.--Number of Children Under 18 Years Old, by Age, Type of Family, and Labor Force Status of Mother, March 1970 and 1976

Type of family and labor force status of mother	Number of children, 1976 (in thousands)			Number of children, 1970 (in thousands)		
	Under 18 years	6 to 17 years	Under 6 years	Under 18 years	6 to 17 years	Under 6 years
Total Children 1/	61,697	44,058	17,639	65,755	46,149	19,606
Mother in labor force	28,159	21,720	6,439	25,544	19,954	5,590
Mother not in labor force	32,828	21,708	11,120	39,550	25,627	13,923
Husband-wife families	51,586	36,255	15,332	58,399	40,479	17,920
Mother in labor force	22,868	17,488	5,380	21,982	17,035	4,947
Mother not in labor force	28,718	18,767	9,952	36,417	23,444	12,973
Female-head families 2/	9,401	7,173	2,227	6,695	5,102	1,593
Mother in labor force	5,291	4,232	1,059	3,562	2,919	643
Mother not in labor force	4,110	2,942	1,168	3,133	2,183	950

1/ Children are defined as "own" children of the family head and include never married sons and daughters, stepchildren, and adopted children.

2/ Family heads are widowed, divorced, separated, or single.

CHILD CARE ARRANGEMENTS

Of particular concern today is the availability and quality of child care arrangements which are offered working mothers. With the increase in labor force participation of mothers, especially those with children under 6, there is a growing need for lower cost and more readily available day care facilities for children in the formative years. In 1975 there were over 16 million children 3 to 13 years old of working mothers, but only 279,000 (1.7 percent) were enrolled in group care centers (table 9).

Table 9.--Child Care Arrangements, by Number and Age of Children of Employed Mothers, 1975

(Numbers in thousands)

Arrangement	Children 3 to 13 years	 3 to 6 years	 7 to 13 years
Total children	16,046	4,658	11,388
Care in own home	13,354	3,027	10,327
Child's parents	9,797	2,514	7,283
Child cares for self	1,595	20	1,575
Other relative	1,504	346	1,158
Nonrelative	458	147	311
Care in someone else's home	2,097	1,342	755
Relative	932	570	362
Nonrelative	1,165	772	393
Group care center	279	193	86
Other	72	--	72
Not reported	247	98	149

Despite the rising trend in mothers' labor force participation, studies characteristically find that the presence of young children in the home tends to be an inhibiting factor in the mother's labor force activity. It would seem to follow that expanding day care facilities would not only permit more women with young children to enter the job market in search of work, if they so wish, but would also alleviate many of the difficulties that mothers who presently work have in arranging for the care of their children.

Source: Data in this report are from the U.S. Department of Commerce, Bureau of the Census, and U.S. Department of Labor, Bureau of Labor Statistics.

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PROCEEDINGS OF THE SOUTHWEST FORUM ON CHILD DEVELOPMENT SOCIAL POLICY

Southwest Federal Regional Child Development
Task Force
of the
Southwest Federal Regional
Children Youth Services Committee

February 1978

Dallas, Texas

Arkansas • Louisiana • New Mexico • Oklahoma • Texas

FORUM CONDUCTED UNDER THE AUSPICES OF:

Department of Health, Education and Welfare, Region VI, Eddie Bernice Johnson, Principal Regional Official

Southwest Federal Regional Children and Youth Services Committee, S. M. (Pat) Murphy, Chairman - Director of Program Development Division, Office of Human Development, Department of Health, Education, and Welfare, 1507 Pacific Ave., Room 500, Dallas, Texas 75201

Southwest Federal Regional Children Youth Services of the Child Development Task Force, Anne Leatherman, Chairperson - Chief, Policy and Standards, Licensing Division, Texas Department of Human Resources.

FORUM STEERING COMMITTEE

Members of the Steering Committee include the Task Force officers and state representatives: Anne Leatherman, Earl Richardson, Ruth Steinsiek, Rosemary Jackson, Ann Beck, Carolyn Martin, Pat Murphy, Don Anderton and two representatives from each of the five states: Bill Baca and Dr. H. Wes Hamby from New Mexico; Jim Bohanon and Nell Nale from Oklahoma; Dr. Jerry K. Southard and Sally Cox from Texas; Dr. Robert Sarver and Dr. Mary Burton from Arkansas; Dale Sisley and Ed Kocmich from Louisiana.

Edie Woolf of Dallas Child Care '76 was coordinator for local arrangements. Dr. Michael A. Zaccaria of the Alliance of Child Development Associations was Project Director, with Dr. John Hollomon of the University of Texas at San Antonio the Associate Director . Other members of subcommittees included Dr. Ronald Rea from the University of Houston, Jill Shaw of Child Care '76 and Virginia Morriss, President of the CDA's of Texas. Anne Leatherman served as Forum Chairperson.

PROJECT STAFF AND EDITORS OF PROCEEDINGS

Forum Chairperson: Anne Leatherman, Chief, Policy and Standards, Licensing Division, Texas Department of Human Resources

Project Director: Dr. Michael A. Zaccaria, Consultant Psychologist and Executive Director of the Alliance of Child Development Associations, San Antonio

Associate Director: Dr. John W. Hollomon, President of the National Association of Child Care Administrators and Associate Professor of Early Childhood Education of the University of Texas at San Antonio

Secretary: Catherine Tschirhart

The purposes of this Forum were to create dialogue and provide input on social policy issues to federal agency personnel. The comments made in the various presentations should not be construed as policy of the Department of Health, Education and Welfare.

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PROCEEDINGS OF THE SOUTHWEST FORUM ON CHILD DEVELOPMENT SOCIAL POLICY

The Southwest Child Development Forum at Love Field Inn, Dallas, Texas on February 17th and 18th, 1978, was sponsored by the Southwest Child Development Task Force of HEW Region VI.

A number of the speakers and other participants had arrived for the Forum during late afternoon and evening on Thursday in spite of the prediction of snow. On Friday morning it was still snowing and some six inches had fallen.

The Honorable Jim Mattox (M. C.) had already arrived by 8:30 a.m. in spite of the weather. Many expected participants from the Dallas-Ft. Worth area did not make it until later on in the day, while a number did not make it at all. The Dallas-Ft. Worth Airport ceased operation for most of the day. Planes were taking off and landing at Love Field. However, only one runway was used and planes experienced considerable delay. Some planes had to wait an hour or more before landing. At least one plane had flown from Houston to Love Field and landed back at Hobby Airport. Some individuals waited several hours to board planes to Love Field. The President of the Southern Association for Children Under Six (SACUS) and her husband drove from Ruston, Louisiana through snow in order to make her presentation on Friday afternoon. There were many others that braved the weather.

The Honorable Jim Mattox Speaks

Anne Leatherman, the Task Force and Conference Chairperson, called the meeting to order at 9:30 a.m. and introduced S. M. (Pat) Murphy, the regional Children's Bureau representative. Pat gave an introduction of the purposes of the Forum and introduced Mr. Tommy Sullivan, the Director of the Office of Human Development Services. Mr. Sullivan had been asked by Eddie Bernice Johnson, HEW Principal Regional Official, to represent her and to introduce the Honorable Jim Mattox, member of Congress (Democrat) from the 5th Congressional District of Texas. Mr. Mattox departed from his prepared speech, which is printed elsewhere in these Proceedings. In addition to points covered in the speech, Mr. Mattox gave his impression of the feeling of Congress. He indicated that Senator Cranston and his subcommittee were developing child care legislation that was to be based on comprehensive programs. In his remarks Mr. Mattox indicated that both the private sector and the public schools had failed in at least some of the mission of providing adequate child care. He talked of the possible public school responsibility of lowering the age when young children should be in public schools. Mattox had wanted smaller class sizes in the public schools and had made this position clear when he was a member of the Texas legislature.

Representative Mattox made the following important points. A well organized and articulated constituency is more likely to have an effect on Congressmen and Congress. Providers, organizations, and institutions need to show by deed rather than word what they can do. Individuals and interest groups are turning off legislators when they push for their own personal interest. In child care legislation we should be able to show how we will benefit the children.

Representative Mattox's presentation generated considerable controversy and discussion and lasted until lunch time. Answers to questions also involved Tommy Sullivan.

Positions and Statements

Because of the weather and the flight schedules of some of the speakers, Chairperson Anne Leatherman changed the program. Jeannette Watson, the Director of the Texas Office of Early Childhood Development; Professor Jeanne Mack Gilley, President, Southern Association for Children Under Six; and Gay Koerner, Director of the Louisiana Office of Child Development, made their presentations. The text of their speeches is given in the pages that follow.

The FIDCR Appropriateness Report

Since Bill Prosser, Chairperson from the FIDCR Appropriateness Committee, and Nina Sazer were unable to attend, Chairperson Anne Leatherman called upon S. M. (Pat) Murphy and Dr. Zaccaria to explain the purpose of the FIDCR Appropriateness Study and some of its content. They told of the 21 position papers published for HEW on the state-of-the-art. The papers dealt with various aspects of federal requirements, including space, child-staff ratios, and other operator requirements. Pat Murphy summarized the review that the Child Development Task Force had made on the federal requirements. He emphasized that the big controversy was on the staff to children ratios.

FIDCR Appropriateness Hearings

Mention was made of the influence that the Southwest Child Development Task Force had had. Announcement was made that there would be three hearings on the Appropriateness Report to Congress. The first hearing will be in Washington, D. C. on the 27th of February. The original Review Committee was to meet on that date. The northeastern regions are invited to that meeting.

The format for the FIDCR appropriateness hearings is to have a team of presenters headed by a key HEW official make presentations on the proposed report to Congress. Some 20 or 25 selected individuals would sit around a table and react to the report during a given period. Participants from the audience would also be allowed to make remarks. The officially selected reactors will have materials sent to them prior to the hearing.

Positions and Statements Continued

Other presentations followed on Friday and Saturday. Jean English read the presentation for Cliff Martin, the Director of Licensing for the Texas Department of Human Resources. Jean Blankenship read the paper for Edna Hughes, the Executive Secretary for the Association of Regulatory Administration. Ruth Steinsiek made the presentation for Elizabeth Chapman. Linda Linn made her own presentation and also one for Dr. John W. Hollomon. Frank Hill made the presentation in behalf of Betty Kerr and Michael A. Zaccaria. Bob Hughes presented the "Philosophy and Position of the Texas Licensed Child Care Association." Leonard Rice made his presentation on "Issues of the Harris County Child Care Association." The following parents made brief statements during the latter part of Saturday morning: Mrs. David Hoster, Jerry Hicks, and Rebecca Rehmeyer.

Papers by Mrs. Connie Miller of the Texas PTA; Virginia Morriss, President of the CDA's of Texas; Pat Wright and Gwen Chance of TAEYC; Betty Kerr and Leo Oliver, President of the Oklahoma Providers Association, were not presented during the conference, but were received in time for publication and are published in these Proceedings.

Resolutions

On Saturday morning acting chairperson Carolyn Martin appointed the following members to serve as a committee to develop resolutions for the Forum: Leonard Rice, Sally Cox, Michael Zaccaria, Terrie Hoster, Norma Stone, Jean English, Lillian Tucker, Maude Phillips and Bob Hughes.

Two resolutions were developed and unanimously adopted on Saturday afternoon. One dealt with the continued promotion of a pluralistic system of child care regulated primarily through state level standards and the opposition of all federal legislation which would establish as policy the utilization of the public school system for pre-kindergarten day care programs. The second resolution dealt with the selection and training of caregivers being based upon specific and special requirements of caring for young children, and that the determinant of employment in day care should be an apparent capacity for the development of necessary skills as opposed to a need for the employment as in the case of welfare mothers and unemployed teachers.

The topic of the need for coalitions at local, state, regional and federal levels was discussed. The participants unanimously supported the concept. The participants included memberships in state Head Start directors associations, Title XX associations, private provider associations, parent associations, regulatory associations, specialized organizations such as the Montessori Association; local, state, regional and national associations of the Education of Young Children, the Alliance of Child Development Associations, the National Association for Child Development and Education, the National Head Start Association, the National Association of Child Care Administrators, and the Association for Regulatory Administration.

Forum Participants

Forum participants from the regional office of HEW included Mr. Albert Winn, Administrative Assistant to Ms. Eddie Bernice Johnson; Tommy Sullivan, Director of Office of Human Development Services; Pat Murphy, Children's Bureau representative; Earl

Richardson, Parenting and Head Start Coordinator for Office of Human Development Services.

James Kennedy, Assistant to Congressman Jim Mattox, and Don Anderton, the Child Development Staff Coordinator, and Carolyn Martin, Task Force Treasurer, were present.

State agency personnel included Jeannette Watson, Director of the Texas Office of Child Development; Anne Leatherman; Jean English; Frank Hill; Jean Blankenship from the Licensing Division of the Texas Department of Human Resources; Gay Koerner, the Louisiana Department of Human Resources; Linda Kremheller from the Licensing Division of Louisiana; Lillian Tucker from the Licensing Division, State of Arkansas; Erma Mack, Licensing from San Antonio; Erma Collins, Licensing Director of Dallas; and Henry Wiley, Texas Department of Community Affairs from Houston.

Organizational leaders included Jeanne M. Gilley, President of SACUS; Linda Linn, President of Arkansas Head Start Directors Association; P[illegible]ert Hughes, Counsel of the Texas L.C.C.A.; Leonard Rice, President, Harris County Child Care Association; Sally Cox, President of the Texas Licensed Child Care Association; Paul Imig, Co-Chairperson of the Texas Title XX Providers Association; Henry Weilbacher, President of the San Antonio Child Care Association; Ruth McLemore, President of the Greater Ft. Worth Child Care Association; Don Rehmeyer, President of the Greater Houston Child Care Association; and Michael A. Zaccaria, Executive Director of the Alliance of Child Development Associations.

Relevant professional personnel at universities and centers included Keith Swim from Texas Tech; Mary E. Klaus, Lamar University; Ruth Steinsiek, Head Start T & TA from Arkansas State University; Kay Howard from Region X Educational Services Center; Dr. Mark Ross, anthropologist/researcher; and Norma K. Stone, University of Houston doctoral candidate.

Seven parents of preschool age children were in attendance: Mrs. David Hoster, Lois Paul, Margie Hall, Mary Helen Ponder, Phyllis Leaks, Jerry Hicks, and Dorothy Drew.

Title XX and Head Start directors were represented by Liz Batchelder, Neighborhood Services of Tulsa, Oklahoma; Yolanda Duran, YWCA, El Paso; G. N. Ibanez, Dora Evert, San Juana Trego and Mrs. Anna Valdez from the San Diego, Texas School District Head Start; Mrs. Cara M. Washington of Marksville, Louisiana; Marilyn Weaver of Dallas; Brenda Hunter of Lake Charles, Louisiana; and Tawana Fairbanks, the Educational Coordinator for the Native American Indians Center of Oklahoma City.

Three representatives from church day care: Marcia Allbright from Longview, Texas; Imogene Weaver and Bonnie High of Midwest City, Oklahoma.

Out of state providers included Mary Pierce and Maude Phillips of New Orleans; and Frank and Nell Nale of Oklahoma City.

In addition, some 20 day care providers from Texas attended at least part of the Forum. Some of these had come in connection with the board meeting of the Texas Licensed Child Care Association that was held on the morning of 19 February.

Questionnaires

During the closing hour of the Forum, all those in attendance were given copies of the Opinion Questionnaire on Day Care and Social Policy to be completed by them, their associates, preschool parents, etc. This questionnaire contains 64 questions dealing with social policy on day care. Respondents are asked to express their degree of agreement or disagreement with each of the pertinent issues. The questionnaires are being returned by mail for analysis.

They will be analyzed by groups concerning agreement on various issues. This will enable us to immediately determine which issues have strong consensus, which issues have some, and which issues have little or no consensus.

The results of the analyses will be published at a later date.

CHILD CARE LEGISLATIVE FORUM
KEYNOTE--The Honorable Jim Mattox, M. C., 5th Congressional District of Texas

I am very happy to be here with you today, and I am honored to have been invited to be your keynote speaker for this two-day forum. I especially would like to thank Dr Michael Zaccaria, Director of the Alliance of Child Development Associations, for inviting me, and for assisting me and my staff in preparing for this visit.

What impresses me so much about this gathering is the wide diversity of individuals and interests represented here--and the fact that we all can come together and work together in common purpose. In his invitation to me, Dr. Zaccaria said he hoped that "as many relevant organizations as possible concerned with day care" could come. In an age of specialization and compartmentalization it is refreshing to hear those words. The very fact that you have invited me, a Congressman with no extensive expertise in the field of child development, demonstrates your openness and wide-ranging interest.

You will be hearing from a number of experts in various aspects of child development over the next two days, and I would like to start you off with a look at how things stand nationally, with respect to the Congress and the executive branch of government in the area of child development.

Generally speaking, there is much to be optimistic about as far as federal support for various programs such as day care and Head Start. After a period of governmental disinterest, even neglect, in the early part of this decade, we find ourselves with a government demonstrating an increasing concern for the young--concern for better educational services, increased attention to the problems of the mentally ill child, the abused child, and concern for the parents of those children--parents who have found child rearing a much more difficult task in the face of recession, inflation and unemployment. The increased divorce rate and the growing number of working mothers has necessitated federal involvement in day care funding. And the realization of the need for early training and education of disadvantaged children led to the creation of such programs as Head Start.

But our optimism must be tempered with realism. I have found many of my constituents, and colleagues, upset with the extent to which the government in Washington influences their lives: frustration over the difficult burden government regulations are putting on them. This citizen backlash is reaching increasingly vocal proportions, and we must be careful to not retreat too far from where we've come in the face of criticism.

At the other extreme, we find those who, in their desire to improve the lives of our citizens, go overboard in their zeal and mandate programs without sufficient forethought and planning, and without adequate regard for the need for quality programs, ones that intimately involve the resources of the state and local communities, of the private sector, and of that most valuable resource--parents.

Above all else, as we take steps to expand or improve our day care services, our Head Start program, and our other state and federally assisted programs, we must ensure quality. For we are dealing with children, the most impressionable and delicate of our citizens, and it is in this area that we cannot afford to experiment blindly: we must ensure that we do not damage those whom we are trying to help.

During the first session of the 95th Congress, the House of Representatives considered and passed several important pieces of legislation of interest to those in the child development field. One is the day care deductions bill. This bill allows for a business tax deduction for the use of a residence in providing day care services. Included in the bill was a very important provision which required that taxpayers who claimed this deduction satisfy state standards for licensing and approving day care facilities. I'd like to note here that the Policy and Standards Section, Licensing Division of the Texas Department of Human Resources, headed by the very able Ms. Anne Leatherman, chairperson of the Southwest Child Development Task Force, is far and away the best in the nation.

Other legislation of at least indirect importance to the child development field was the Child Abuse Act, which increased authorizations and strengthened the services

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available to abused children. We also passed a strong child pornography bill, which hopefully will help ensure a better environment for our children to grow up in in the future.

Of particular importance is a bill passed by the House last June. It is HR 7200, and it provides for an increase in the Social Security Title XX funds, with a $200 million increase earmarked for child care services. There was also no requirement for state matching funds for this money.

This bill, as passed, would also provide grants to hire welfare recipients for child care services, and set standards for family day care homes, and provide additional tax credits for day care. The bill was sent over to the Senate, and was referred to the Finance Committee. They marked up the bill, and reported it out in November. This committee made changes in virtually every section of the bill, and, assuming the bill passes the Senate, there will undoubtedly be more changes occuring in the Conference Committee. It is difficult to tell when the Senate will get it through, tied up as it is with the Panama Canal hearings.

I'd also like to discuss with you the reorganization which has been occuring in the Executive Department. As you may know, a recent reorganization within the Department of Health, Education and Welfare has led to the creation of the Administration for Children, Youth and Families out of the old Office for Child Development. Within this administration is a Children's Bureau, which acts as an advocacy arm of the government, and deals with foster care and adoption, better standards in child care, and general welfare of children. Also within the administration is the Head Start program, which currently serves about 300,000 children. In the House of Representatives, we defeated an attempt to lower the labor HEW appropriations, which would have kept 40,000 children from being added to the Head Start program. And finally within the Children, Youth and Families Administration is the Youth Bureau, which deal primarily with runaway youth.

Now, as you know, the president has expressed his interest in separating out education from HEW and creating a Department of Education. This could have some effect on the federal bureaucracy which deals with child development issues. The Administration for Children, Youth and Families could have the Head Start program taken from their domain and switched to the new department. Another possibility expressed to me by HEW people is that the new department may be called the Department of Education and Human Development, in which case the Administration for Children, Youth and Families would probably remain intact, switching by name only to the new department.

The proposed reorganization, of course, faces much scrutiny in the coming months, and I foresee no great changes in the immediate future. Of particular concern is the possibility that any new department will result in increased complexity--and we must guard against any expansion of the bureaucracy which may well work against our efforts, not for them.

So that's the way things stand in Washington right now. The main thing to watch for that will have the most impact in the near future, is possible Senate action on HR 7200. I'll be following its progress closely, and as details come out relating to any changes in the legislation which will affect your various concerns, I am sure that I and my colleagues will appreciate any advice you might have.

Any other major developments, such as HEW reorganization, are somewhat on the back burner now, at least in the public eye. Congress is viewed as mainly tackling the energy situation and the Panama Canal Treaty by the press, but be assured that while those subjects are given the headlines, there are those in Congress who are working each day on issues which are of significance to yourselves. But we depend not only on experts in Washington to keep us informed on developments in the child development field, we depend on persons such as yourselves, who can provide for us a focus which we often lack--a grass roots focus which can help us more adequately determine what direction we should move, and which can help us assure that we are moving with reasonableness, not with reckless abandon.

Before I finish, I would like to mention that I am chairing field hearings of the House Budget Committee here in Dallas on Saturday and Monday. We'll be looking into federally funded job creation agencies, such as the CETA and WIN programs. Though the overall subject matter does not touch upon child development directly, much of this money finds its way into day care centers and Head Start programs. In fact, later today I am going to visit the day care center of the Human Resources Academy where I will meet six CETA employees working there with about 50 pupils.

Again, thanks for inviting me to be with you today. I wish you all a successful two day forum, and I hope I've been able to provide you with some sense of how things are proceeding in Congress. If I can be of any assistance to you in the future, please let me know, and remember, I am counting on you--the doctors, the caseworkers, the teachers, the administrators, and the parents, to help me and my colleagues mandate intelligent and worthwhile legislation, not token nor sloppy legislation. You are our watchdogs, and I look forward to hearing from you in the future.

Good luck, and I hope you all can come together again in the future to demonstrate the unity of your diverse groups, and to prove that through your differing means, you are all working towards the same end. Thank you.

INTERAGENCY COLLABORATION PROJECT TO IMPROVE SERVICES TO CHILDREN--

Jeannette Watson, Director, Early Childhood Development Division, Texas Department of Community Affairs.

PROBLEM IDENTIFICATION PHASE - BACKGROUND: This Project grew out of the concern of the U.S. Department of Health, Education, and Welfare over the fragmentation of service programs in the children's field, within its own ranks as well as at the State and local level. To this concern was added the fact of increasing Federal reliance on State governments for human service program development and administration. A Project was designed to demonstrate the possibility of a joint Federal-State-local interagency collaboration effort that would improve the management and delivery of services to children in specific high priority areas of concern.

Among the objectives of the Texas Project are: (1) To develop a strategy for joint local-State-Federal determination of high-priority needs in the area of services to children and youth; (2) to identify and make concrete recommendations concerning needed changes in Federal and State level legislation and administration; (3) to develop and implement a joint Federal-State-local collaborative effort to improve services to children and youth in specific high-priority areas.

The first phase of this Project will be one of problem identification. During this phase we will review existing information and data on children's needs and available resources. We will not be making any new surveys of consumer needs and opinions in this phase, but will depend upon already existing documentation. Our justification for doing this is simple. Over the past few years most of the agencies and organizations concerned with children and youth have conducted needs assessment at varying levels of sophistication and thoroughness. They have been involved in setting their priorities, and in identifying special problem areas where new approaches or resources are needed. Therefore we believe that the agencies and organizations involved with services to children and youth can identify the major problems and unmet needs of children, and the organizational and fiscal barriers to the effective delivery of services. While this is not an exhaustive needs assessment in the most rigorous sense, it is consistent with the time frame of this Project and with our desire to avoid duplicating activities which have already been done.

STEPS IN PROBLEM IDENTIFICATION/ NEEDS ASSESSMENT PHASE

1. Task Force - A small Task Force has been appointed from the organizations and agencies on the Steering Committee to assist in this phase. The Task Force will aid in reviewing the types of information and data to be collected, in categorizing the information, and in preparing a report for the Steering Committee.

2. Identification of Data to be Collected - Data and information will be collected in such areas as the following:
   a. Agency and organization plans
      Service data
      Resource and budget requests
      Annual reports
   b. Needs assessment, consumer surveys, special studies, etc.
   c. Agency and organization priorities.
   d. Identification of problem areas, unmet needs, barriers to service

delivery, etc., that are not reflected in the above data. In a sense this would be a "wish list" of important things the agency or organization would like to do or see done that are not now being done.

3. Collection of Data - Personal contacts will be made by Project staff with all the agencies and organizations on the Steering Committee for the collection of this data. It is imperative that the Federal members take part in this process, so that their plans, priorities, and problems can be included. In addition, letters will be sent to agencies and organizations concerned with children and youth who are not on the Steering Committee, soliciting their input into the Problem Identification process.

4. Categorization of Collected Information and Data - With the aid of the Task Force, the data gathered will be categorized and prepared in a form amenable to review by the Steering Committee.

5. Steering Committee Review - The Steering Committee will review and comment on a draft of the Problem Identification report at its meeting on April 20, 1978.

5. Post-Problem Identification Activities - Following the Problem Identification the Steering Committee will need to set some priorities from among the problems identified. These priorities will probably fall out into three categories: (a) Laws and regulations, (b) Programs, (c) Process (such areas as planning and coordination). Then the Steering Committee will propose some responses to these priorities in such ways as recommendations to agencies and the legislature, interagency collaborative efforts, and ongoing Steering Committee activities.

ASSURING QUALITY IN CHILD CARE--

Jeanne Mack Gilley, President, Southern Association on Children Under Six

Licensing, more adequate funding or child care programs, and training teachers of young children have been mentioned so often as requisites for assessing quality in child care that phrases about them have a hollow ring. But their requirements are as important now as they ever have been--perhaps even more. Licensing and funding provoke many points of disagreement. But few of us dispute the need for improved professional teacher training.

Carol Seefeldt writes that specific and complete training is a prerequisite to becoming an effective teacher of young children and authorities in the field have long maintained this. A preschool teacher may possess many desirable personal qualities and still not be an effective teacher of young children according to Sarah Leeper. "Basic information, understanding, knowledge, skills and appreciations can only be secured through training." Piaget states that the younger the child to be taught, the more training and education the teacher should possess. In spite of these authoritative recommendations, many current child care programs do not seek trained, experienced or properly educated teachers. In addition, many parents do not seek out nursery schools, day care centers, kindergartens that are staffed with trained personnel, or they are content with those in which custodial care rather than a program of educational experience is the focus. Klein contends that our society has not yet accepted the degree of responsibility for young children that is commonplace in some parts of the world with fewer resources and, in some instances in countries with less enlightened governments. Many people have assumed that anyone can work with young children and that custodial care is all that is necessary for this age child.

We do not have to start from the beginning to provide quality child care for our children. There is a well researched solid body of knowledge about how young children learn and grow. "There is also a rich supply of teaching experiences--the result of over half a century of caring for and educating children in nursery schools, day care centers, kindergartens and other early childhood programs."

We know that from the moment children arrive at a child care center until they return to their homes, their lives are influenced by their teacher and the other adults who play a significant role in that program. The teacher's role here is both a responsibility and an opportunity. The responsibility is to be as well trained for the job as he/she can be through purposeful education, and the opportunity is to provide a rich and varied learning environment that stimulates and enhances the overall development of children.

Certain understanding and competencies are inherent to purposeful education of teachers of young children: a synthesis based on a broad array of knowledge in child growth and development with emphasis on the child under age six; a knowledge of how children learn; the teacher's role in the learning process; factors that influence learning; motivation; knowledge of appropriate curricula and instructional methods; basic understanding of group dynamics; understanding of effective verbal and non-verbal communication skills; liberal education courses such as those which teach the political, technological and physical aspects of the world, which provide insight into the cultures of other people and those which describe the biological aspects of animals, insects and people. Any teacher preparation program that includes less is inadequately preparing teachers.

There is more involved in teaching than instructing--that is presenting learning activities to children. Determining the special needs of each child is basic. The teacher is literally a manager who matches educational resources to the particular needs of the child.

Education, then, is basic to teacher preparation. This is not to say that certain personal qualities are not desired. On the contrary, such qualities as physical stability, emotional maturity, a genuine respect for children, the ability to be flexible and adaptable, and a sense of humor are essential. Personal characteristics, professional training, the degree to which she/he stays abreast of new developments in the field, all contribute to the teacher's competence. The extent to which a teacher is qualified for the teaching role determines the effectiveness of the learning program she/he presents to children. Should we, therefore, require teachers of young children to be adequately educated for their role? The evidence is overwhelming; we dare not accept less.

THE NEED FOR DIVERSITY IN CHILD CARE SERVICES - Ms. Gay Koerner, B.C.S.W., Director, Bureau of Child Development, Department of Health & Human Resources, State of Louisiana

When we address ourselves to the need for diversity in child care services, what are we really talking about? Are we talking about the different types of day care curriculum available such as the child development model, the verbal cognitive model, the sensory-cognitive model, or verbal-direct instruction model? Or are we talking about the need for different types of day care to fit the child's and the family's needs, such as family day care home, group day care home, or center day care? Perhaps we are talking about diversity in services provided, such as transportation, before and after school care, dental and medical examinations, music lessons, field trips, or flexible hours for provision of services. Since I am new to the field of day care, my background being in the field of Mental Health, I do not have a clear understanding of the professional language yet. So, rather than grappling with definition, I would like to explore a concept that I think is basic to any discussion on diversity of child care services and that is real, not superficial, parental involvement.

Cooperative day care centers and community day care centers have as their philosophical cornerstone, this type of involvement. Much is to be learned from these types of centers as to how these centers involve parents in programatic issues, how these parents decide what different day care services are considered necessary and prove to be workable in terms of delivery and also how one keeps parents actively involved in the organization.

I would like, however, to move one step further and consider a conceptual model of parental involvement that I think can be used by all types of day care facilities. This model has its roots in the concept of community support systems, or what is more familiarly known as mutual support organizations. Possibly two of the best known mutual support systems in the country are Alcoholics Anonymous and Parents Without Partners.

These organizations evolved out of a need that was not being met by the formal care giving system. Mutual support systems have gained credibility, which implies to me that the professional community is feeling less threatened, and are being reviewed with interest, especially in the field of mental health, as a system that can fill in gaps in the formal care giving system. An example of this interest is that the National Institute of Mental Health, in its FY 1978 budget, has appropriated 3.1 million dollars for the development of a "Community Support Program" designed to sustain adults with chronically disabling emotional problems.

I would like for us to drop the negative association of mutual help organizations that is problem-oriented towards mental illness, or alcoholism, and visualize what the development of a parents mutual help organization in a community could mean.

Day care centers, whether private for profit, non-profit, or public supported, seem to me to be natural locations for the development of neighborhood parent support organizations. The center can provide a centralized location for meetings and the stimulus and expertise to get such an organization started. In return, the center can get more parental involvement in their programs, a chance to better know the parents they are serving, and therefore, can better provide for the needs of the children in the center. The center can also get increased volunteer help, and an organized talent bank they can draw on in presenting programs for the children in the center.

The neighborhood parent support group can provide for diversity in child care services. Some services that could evolve are: trade off babysitting services for when the center is closed; a loan of a father or mother program for single-again parents; a skill service listing where parents can trade off their special skill, such as sewing for a person with plumbing skills. Workshops or classes on child development would be better attended if they developed from parents interest and need. Information and referral systems could be established and families in crisis could have a system they could go to for help. Parents with children in family or group day care homes could be invited to join the neighborhood parent support system.

The concept is cost effective, undergirded by a humanistic philosophy of people helping people and is preventative in nature. Professionals on the local, state, regional, and federal level can facilitate the development of the concept through the initiation of pilot projects, with a strong research component built into the project. We can devise "How to Kits", provide the training and technical assistance needed at the beginning and then know how to exist and act as consultants to the group.

There is much evidence that many parents and children of all socioeconomic backgrounds suffer from a degree of isolation unique to our modern, mobile society. Small families, age segregated communities, the loss of the informal supportive structures of the extended family, all contribute to our sense of anomie, and yet society has not committed itself to providing adequate supportive structures expressly designed to aid families in the care of their children. The development of the concept of mutual support organizations, attached to day care centers, is an idea, I think, whose time has come in the field of day care.

RECENT GAINS AND PROBLEMS STILL TO BE SOLVED IN DAY CARE LICENSING -

Edna H. Hughes, Executive Secretary,
Association for Regulatory Administration,
McMinnville, Tennessee

Child day care advocates, policy makers, representatives of money providing bodies, day care providers, parents of children in day care, and state regulatory personnel, all, have a continuous and continuing responsibility to see to it that licensing is sufficiently understood and supported to discharge its one and only function.

That function is to provide a baseline of quality in all for-profit and not-for-profit, non-public, out-of-home, day time child care. Baseline of quality, more specifically defined, is state assurance that children are safeguarded from harm in both their physical and psychological environments, that they are provided with at least the basic ingredients of care necessary for their maturation, nurturance, and protection. This baseline of quality is the necessary foundation upon which comprehensive programs and higher standards should build.

(This is not to say that public or governmental day care operations are exempt from baseline quality standards, but that other forms of regulation, not licensure, are the appropriate methods for standards of enforcement in them.)

These five minutes must serve to identify some of the not inconsiderable gains made in recent years and some of the very considerable problems yet to be solved before licensing can be said to be doing its job well nationwide, perhaps even in the five states represented here.

1. An increasing number of states are recognizing what licensing is and is not--regulation rather than advocacy. This is shown in statutes that are clearer, less ambiguous; in standards that are requirements rather than teaching or goal standards, i.e. *shalls* and *musts* rather than *shoulds* and *oughts*; in simple, concrete, objective language; by holding to the teaching or required standards and their maintenance rather than trying to take on the education of all providers in all aspects of child care.

Yet many states have never rewritten their first licensing statute, 10-20-30-even 40 years old, or have amended them only minimally; standards written within such frameworks are unenforceable if put to the test, frequently being acknowledged by staff for the "bluffs" they are; licensing personnel are intimidated by the fact theirs is a house built upon sand; the licensing service has little credibility in the public eye.

And confusion remains among all components of the system--the equation of holding a license with the provision of perfect safety and perfect child care; licensers who "go underground" to provide consultation and persuasion beyond their defined jobs; administrators at top level who take the "easy out" of leaving the line workers unsupported; courts that refuse to close up facilities so poor that children's maturation and development are retarded, on the false grounds that no active violence has been exercised against them.

2. Statute writing and especially standards formulation and promulgation, in whichever states these are taking place, are increasingly open, democratic, and responsive to changing perceptions of what licensing is and to new knowledge about child development and care.

Included among the forces responsible are the media, Federal funds, the Headstart emphasis on parent involvement, a core of regulatory guidelines produced and published and distributed at Federal government expense. Included also are such legislative developments in an increasing number of states as the passage and implementation of administrative procedures acts and public/private information acts.

3. While licensing personnel for day care facilities have increased at least 10 times, beginning with the 1962 amendments to the S.S. Act and continuing by fits and starts to the present Title XX monies, this staff nationwide is so limited that not all states can license all group day care, perhaps 95%, and no more than 10% of family day care. Even this must be qualified by stating that perhaps no more than 3-4-5 states have sufficient personnel to permit manageable facility loads of 35-40; a few, perhaps 10-12 have workloads of 200 or more; and the majority and middle range have facility loads of 75-95.

This poor showing is further complicated and the integrity of licensing compromised by the lack at the Federal level of the structure and staff for Federal monitoring of Federal funds.

Therefore, in all too many states, state administrative policy gives priority to the licensure of those centers and homes from which the state, usually with Federal dollars, purchases child care, such licensure quite properly being a requirement for the expenditure of Federal money. One outcome is that these homes are regulated both by state licensure and the Federal government's Interagency Day Care Requirements. Another outcome, in view of the poor provision for state licensing personnel, is no regulation at all for certain facilities, usually family homes, clearly the states' responsibility under its licensing statute.

Such inadequate implementation of state law, if put to the test, could only end with findings of discriminatory administration resulting in inequitable treatment. Most of all, the children are at risk and sometimes in jeopardy.

4 Much too much of the time and energy of state licensing personnel has to be spent in saving the licensing statute, new or antiquated, strong or weak, from attacks in session after session of the legislature. Recently revived, decades after many of us thought it a dead issue, is the old cry for "religious exemption" or separation of church and state. At the risk of being misunderstood by any who truly may perceive licensure of church sponsored day care as state intervention in church affairs, one cannot but be reminded of the tale in which the boy cried, "Wolf, Wolf!".

In an increasing number of states, a primary source of support for licensing and the saving of its statute has been the providers of the day care service--the licensed providers! This fact speaks for itself to the value of the licensing service and to the professional stature of the day care providers themselves.

5. A development that may promise well for the professionalization of the licensing service is the increasing number of states that are organizing units, at Division or even Bureau level, to administer the regulation of all facilities for the care of people--whether for day time or twenty-four hour care and whether they are children, youth, adults, or persons with handicaps or special needs.

(This is the reverse of the trend in the 1960's, when a number of states moved to mix the administration of service (advocacy) and regulation.)

Perhaps 10-12 states now have rather recently organized, comprehensive regulatory units at Division/Bureau level. This puts emphasis on regulation rather than advocacy; or the common aspects of regulation whether the target group is child or adult; supports the identity and visibility of the service, including perhaps the need of its staff for a different kind of training and education; gives status within the administering department.

Perhaps another 4-6 states have this model under study.

This structure ensures no additional competency or concern for the needs of a particular group, child or adult; neither does it prevent or operate against the principle of the specialized facility load, by child or adult, by day or foster care type facility.

6. The sixth and last characteristic to be identified is the development of a core of concepts and a small cadre of competent teachers to enhance the training of licensing personnel. This literature has been developed within the past 15 or so years by a very small group of writers/teachers. An increasing number of states, schools and regional/national agencies are including some training in their offerings. Nevertheless, this all important gain is in an early stage of its development. Much remains to be done to move it forward. It needs to be espoused by licensee as well as licenser.

To repeat, many important gains have been made. But much remains to be done. Your support is needed.

MEANS OF ASSURING QUALITY IN CHILD CARE PROGRAMS - Mrs. Connie Miller, Second Vice President, Texas PTA

I would like to begin my remarks today with the eloquent words of Walt Whitman because I think he makes a very important statement about our concern for effective day care.

> "There was a child went forth every day,
> And the first object he looked upon,
>   that object he became,
> And that object became part of him for
>   the day or a certain part of the day,
> Or for many years of stretching cycles
>   of years."

Without a doubt, the environment in which every human being functions has a significant impact on that person. This is true even of adults, even though we have the advantage of mature eyes to look at our surroundings and the persons we come in contact with. Of course, the effect of the environment and those who care for him on an infant or a small child is critical to his future development, stability and welfare.

Never before in our history has the need for quality child care been as important. American families have changed drastically. More and more we have one-parent families. In two-parent families, more and more women are joining the work force daily. In fact, estimates go as high as 60 percent of all mothers with children under six who are employed outside of the home. We also have parents who are little more than children themselves.

As a nation, we are faced with the potential of a new generation of under-nurtured and poorly developed children whose families are unable to provide optimal care during long periods of the day. Unfortunately, while the need for suitable and stimulating day care has developed, a systematic plan to meet the need has not.

For example, of a projected 25,000 spaces for child care needed in the City of Dallas, only 15,000 spaces now exist. That leaves a lot of Dallas youngsters in over-crowded homes of baby sitters who are not licensed and many more young children who are in kindergarten and primary grades who are left unsupervised and unprotected several hours each day until their parents get home from work. The 15,000 licensed spaces range from despicable to near ideal.

For the most part, standards for licensing are minimal. Unfortunately the last session of the Texas Legislature chose to reduce these requirements even further. So that today centers in Texas are not even required to provide small children with a hot lunch or a cot for a nap. The only standards required for caregivers are that they be over 18 and free of disease.

Of course, the other extreme would be federal regulations which quite easily could be prohibitively expensive and price many centers right out of business because their patrons could not afford to pay the fees they would be forced to charge. Somewhere, between the extremes, there must be a middle ground which would force shabbily run centers to shape up or close their doors and yet allow for a sound program that is financially feasible.

One of the problems, as I see it, is that in most communities, early child care does not have any semblance of coordination. Everyone is out there doing his own thing without anyone being responsible for or even being able to get a handle on the total picture.

I am excited about what's happening in Dallas, though. Through a consortium of institutions, agencies and providers of child care, an effort is being made to develop a comprehensive child care system to meet the needs of the total community. Participants have agreed that this system should include: (1) A multiplicity of providers; (2) a variety of program options; (3) eligibility for any family who needs or wants it; (4) geographic accessibility of all areas of the city to meet different ages of children, including infant care and before and after school care: (5) meshing and leverage of funding sources; (6) development of joint descriptions and expectations for components of high quality care, including family support, appropriateness for developmental needs of children, prevention, education, nurturing, etc.; (7) identification and involvement of all relevant parts of the community, especially parents, in planning processes, definitions and decisions.

In order to improve the quality of child care programs, I recommend the following approaches: (1) A concerted effort to inform lawmakers of the importance of setting minimum licensing requirements to insure quality care and to monitor legislative action in this area. Certainly this should include meeting educational standards rather than just providing custodial care. (2) An umbrella organization in each community composed of the agencies, institutions and providers of child care to orchestrate a total program to match the needs of the community. (3) Development of funding sources at the city, state and/or federal level to make quality child care available (for fees) based on ability to pay. (4) More preparation for parenthood in public school education so that parents will not only be able to provide an atmosphere conducive to learning and physical development at home, but will also be able to better evaluate day care programs.

PHILOSOPHY AND POSITION OF THE TEXAS LICENSED CHILD CARE ASSOCIATION -

Sally Cox, Association President

The Texas Licensed Child Care Association is perhaps the oldest and largest state association of providers. It is nearly 20 years old and has played a major role in helping to form other state and national associations of various kinds.

Please note that the word "licensed" is in our title and we strongly support state licensed child care. The state of Texas has the most comprehensive set of day care licensing standards in the nation. Our provider association was very much involved in the development of these standards.

Maximum use was made of allowing all interest groups to have a say in the development and review of our standards. Our standards provide for health, safety, development, and nutrition of our children. They are a model set of standards; nonetheless they are a practical and economical set of standards. The standards assure a quality in child care programs that is good and affordable. These standards require that child care staff continiously receive training.

Since the Texas Licensed Child Care Association consists primarily of proprietary providers, I would like to stress some facts and opinions in order to clarify some possible misunderstandings. There are some that say that we should not make a profit on children. I personally see nothing wrong with making a profit on children. Clothes and toy manufacturers do. So do automobile manufacturers and dealers who provide vans and buses for transporting children. I dare say that few day care operators make much of a profit on their centers, especially if they pay themselves a reasonable salary for the long hours that they devote to administering and maintaining a day care center.

Private day care, including family day care homes, proprietary centers, and those under church affiliation, has been responsible, in large part, for the high state of developmental child care throughout the nation. I would guess that at least 80 - 90% of the care is of this sort. It is important that we maintain our present pluralistic approach to day care. This is important to continuously improving the quality of day care, keeping the costs within reasonable bounds, and allowing parents to have a choice in the type of arrangements and even the specific facility they feel would best benefit their individual children.

Private facilities, including those of church affiliation, have been excluded to a considerable extent in providing child care that is federally subsidized. I do not believe this is fair to parents, to taxpayers, or to the children.

Texas, which has been a leader in day care and child development, has more licensed child caring facilities than any state with the exception of California. The study by Dr. Southard indicates that day care centers operate at about 70% of capacity during summer months and 78% during school months. Many private day care centers have the ability and the desire to care for children who are eligible for federal subsidized care. Children would benefit from care in such centers and parents should be given the opportunity to choose such a center for the care of their children. I feel that the best way to allowing a parent freedom in choosing the type of care and the specific facility for their child is through a voucher system. The voucher system, with some sort of a coupon for government reimbursement, we feel, is one of the best means of accomplishing this. I feel that private facilities have made an important contribution to good developmental care which is economical, and they should be given an opportunity to continually help the public.

MEANS OF ASSURING QUALITY IN CHILD CARE PROGRAMS - Elizabeth Chapman, Director, Child Development Unit, Arkansas Social Services

The point of view for my comments regarding assuring quality child care is that of a person in the state Social Services Division who reviews proposed contracts for child care services, who reviews licensing reports of child care facilities, and who is a parent of a preschool child. As a state employee, I look at the facilities upon which we give our seal of approval. As a parent, I look at what the community can offer my child in the way of quality care. As I look back over the last few years, I believe the state agency has become more aware of what the seal of approval means. I believe we are looking more deeply into the actual care given to children, the methods used for safeguarding the children, and the interaction between the caregiver and child. I believe the community, too, is more aware of the needs of children in child care. More and more families are calling to find out if a facility is licensed before they place their children.

In order to assure quality in child care programs now and in the future, I believe several items need to be dealt with: (i) The licensing of child care facilities needs to continue. More staff are needed to keep up with the increasing number of facilities. More staff is also needed so that the needs of technical assistance to facilities can be met in addition to licensing. Staff able to help and support the caregiver are needed to strengthen these people who give of themselves and who are often isolated.

(2) Increased funds for purchasing child care services are needed to reach the number of eligible children, who are often themselves isolated or in substandard child care arrangements. (3) For facilities which are contracted using federal and matching funds, standards which would produce quality care are needed. This means reasonable but quality standards on a federal level to assure that funds are purchasing care for children that provides a safe, nurturing atmosphere and enough staff to give warm attention to each child.

It is symbolic to me that we do not as often hear the words "day care" as we do "child care." In all aspects of society with all people of all ages, thinking of ourselves and each other as caring, growing worthwhile individuals in need of each other. I believe we will find it easier to perceive lovingly and, in so doing, provide quality care for our young people.

DIVERSITY IN CHILD CARE SERVICES -

Leo Oliver, Jr., President, Oklahoma Child Care Association

In the past several years we have seen a significant increase in the number of preschool age children being cared for by someone other than the parent.

In 1964 5% of all preschool age children were enrolled in some type of preschool program. But in 1974, a short span of ten years, 21% of all preschoolers were enrolled in different types of programs.

It has become the social trend for both parents to pursue a career in the work force. I feel this is due to the social and economic pressures of our society. With this increase in the number of children enrolled in programs, day care has become the target for scrutiny of local, state and federal agencies.

The concern for the quality of care these children are receiving is of great concern to many. As in many businesses that are growing rapidly, the government agencies have a tendency to over-legislate and over-regulate the licensing standards for providers and facilities. There must be some safeguards and guidelines in licensing standards. But there must be some flexibility in providing services. An unrealistic, stringent set of rules and regulations does not insure quality child care. Safeguards should be written into all provisions providing for a variety of child care arrangements, particularly the area where parents retain the right to choose the type of facility and care they desire for their child regardless of income levels.

The state or the federal government cannot be the only decision making body for the children of America. We must take a strong stand for the parental rights to be upheld and protected. The federal government must recognize and emphasize a variety of child care arrangements to the public. There are many children enrolled in facilities other than those federally funded. I'm supportive of a wide range of facilities and programs for parents to choose from.

We need a strong coalition of all those involved in providing children's services. The coalition must be dedicated to the "ideas" of a pluralistic system and each entity of services must recognize the other services as a valid and worthwhile part of an intricate system. We should be as strong for each other as we are strong and upholding for the needs of the child. Without a system of protecting the rights of all, we may be forced into a one-mold, one stereo-typed system.

Another area I feel very strongly about is parents choosing a for-profit (taxable) center versus a non-profit (non-taxable) center. There must not be a label attached to the child and services refused that child because of where he is enrolled. For instance, if a child is enrolled in a for-profit (taxable) center he is denied a free lunch program on grounds that the center is not eligible. There must be some changes of attitudes of those writing the legislation. If centers are licensed and in good standing, states should retain the right and be encouraged at the federal level to contract with an individual regardless of a label for-profit (taxable) or non-profit (non-taxable). Every child has the right to come together with other children of different backgrounds, race and income levels. We should be providing guidelines to insure a balance of socio-economic mix, safeguarding against segregation and discrimination.

We must insure that children grow with

experiences that will be beneficial to them and enable them to become better members of our society. Social interaction of our children from different environments should be our goal.

ISSUES OF THE HARRIS COUNTY CHILD CARE ASSOCIATION - Leonard Rice, President, Association.

Harris County Licensed Child Care Association of Houston, Texas, has opened its doors to all licensed child care providers. (e. g. churches, profit and non-profit, Title XX providers and registered family day homes).

To my knowledge, this is the only association with this multi-make-up for provider membership. As such the association has been able to bring about some very interesting interaction. Sincere revelations are coming out of this type of interaction and many common problems are being looked at and some solutions are being worked out.

Our most recent endeavor is to act as an umbrella organization to the newly organized WIN/VR Quality Child Care Association. One board director position has been revised to allow for a representative of this new organization to sit on the H. C. L. C. C. A.'s board.

The new Quality Child Care Association was born out of the financial situation last fall when the reimbursement checks were as much as two to three months late.

The new issue the organization is facing is the unit-rate payment system. The first hearing is being held in Houston on Saturday, February 25, 1978. Quality Child Care will have members testifying at the hearing. There will be a reception sponsored by the Q. C. C. A. after the hearing.

At the present time, federal legislation will certainly affect these providers. We are looking at how all providers eventually will be affected by this legislation.

State standards, where developed as highly as those of the state of Texas, should be allowed to govern instead of the federal standards, provided there are no conflicts with federal law.

We encourage all legislators to develop appropriate legislation based on input from all relevant sources, including parents, providers, and other citizens.

Elimination of excessive paper work which demands many, many administrative man hours which becomes quite costly and ultimately will be passed on to the consumer in the form of higher rates.

Parents should be allowed in any legislation the freedom of choice in selecting child caring arrangements and in the rearing of their children.

Lastly, because taxpayers are unwilling to pay higher taxes to support free day care, all legislation should be conscious of efficiency in economics.

STATE LICENSING AND THE DELIVERY OF QUALITY CHILD CARE SERVICES - Clifton Martin, Director of Licensing, Texas Department of Human Resources

INTRODUCTION

State licensing of child care facilities is the necessary first step in the direction of quality child care. With the support of consumers, child care providers, and the general public, State licensing in concert with the Federal government can serve as the foundation of a diverse system of quality child care services.

ASSUMPTIONS

Government concern with health, safety and welfare of children - Basic protection for the health, safety and welfare of children cared for outside of their own home is the legitimate concern of government.

How Standards are Best Developed - The minimum acceptable level of protection for children is best determined by developing standards through a process of negotiation. This takes into consideration levels of service which consumers, professionals, and the general public find acceptable as a minimum, as well as the economic realities of child care delivery at a particular point in time.

Diversity Encouraged - Above and beyond protection, a wide range of possible day care services exists. In accordance with the basic principles of our social, political, and economic system, consumers should be able to choose from diverse day care services those which best meet the needs of specific communities, parents, and the individual child.

Standards Should Not Be Written into Laws - Neither Federal nor state laws should articulate details of minimum standards. States should have the responsibility of developing minimum licensing standards. On the other hand, it is helpful and necessary for legislation to set perimeters and guidelines for the scope of minimum standards.

THE ROLE OF BASIC PROTECTION

Basic protection is not, conceptually, a local, state, or regional issue. It should be the concern of all levels of government. Operationally, we believe that it can best be achieved through state regulation, under state laws and minimum state licensing standards, within the limits of a Federally approved licensing plan.

How Basic Protection is Defined - This basic protection level must be defined by community consensus in order to be acceptable and supportable. It can be developed by a process of negotiation, and revised as community standards and economic realities change. When a minimum level of protection achieves support and acceptance it can serve as the foundation of quality child care by defining what is negotiable and what is not.

Range of Day Care Services - There is a wide range of services, which, conceptually, could be provided as a part of day care. Health services, social services and testing and counseling for children and/or families, education, special training in the arts for young children are some of the services which could conceivably be made available for the normal child in day care. Day care can also respond to the child with special needs--physical, mental, emotional, social and cultural

Trade-offs - But the desires and needs of communities, parents, and children differ in regard to these services. The economics of day care, no matter what the source of funding, dictate that, when certain services are provided, other services must be done without. State licensing according to minimum standards and law sets the perimeters in terms of protection to basic health, safety and welfare, for these necessary trade-offs.

THE ROLE OF THE FEDERAL GOVERNMENT

We see the role of the Federal government in day care to include the following: (1) Provision of basic protection to all children; (2) Development of day care services where needed; (3) Provision of above minimum standard care when needed; (4) Assurance of diversity of services; (5) Services to parents; (6) Technical assistance and continuing education; and (7) Research.

Allocation of Funds to States for Adequate Regulatory System-- Federally-Approved Plan - The best possible basic protection for all children can be achieved, we believe, by the Federal government providing a broad outline of licensing laws and minimum standards and the allocation of funds to states for the establishment and maintenance of an adequate regulatory system. The Federal government should be involved in research to determine standards that are risk-reducing at reasonable cost. To be workable, minimum standards must be developed in cooperation with as large a proportion of the effected community as possible. Once accepted and supported, a uniform and consistent system of enforcement is necessary.

The Federal government should do research into minimum standards and into goal standards. When goal (those above minimum) guidelines are established, then an assessment of the cost of each component of the guidelines should be made. Facilities which meet one or more components of the guidelines on a voluntary basis could apply for subsidy for the component(s) met.

The Federal government should design realistic national health, fire, sanitation and safety codes geared to specialized child care settings, along with a plan for assuring the prevention of hazards to the safety of children in out-of-home care. Any Federal subsidy to the states would be dependent upon a state adopting these codes with an approved plan for assuring compliance with the codes.

VOUCHER SYSTEMS FAVORED FOR FINANCIALLY NEEDY FAMILIES FOR PURCHASE OF DAY CARE ON OPEN MARKET

In day care development, the Federal government can assist the population that needs day care but is unable to purchase it on the open market. It is critical, we believe, that such day care services be required to meet state regulations. With an adequate state regulatory program developed within the limits of a Federally-approved licensing plan, voucher systems become feasible. This permits a mix, in one day care facility, of children whose parents pay for their care, children whose parents pay part of the care, and children for whom the government purchases care. Since the government should not pay more than private individuals, this can act as a control on costs. Such a system also acts to reduce segregation of children in care by socio-economic class.

Parents Have Right to Choose - A voucher system provides similarly for diversity in services above and beyond minimum standards. The parent has the responsibility of choosing the best services for the individual child from the services available. This is more satisfactory than a forced choice of a single delivery system.

Close Gaps - The Federal government has a responsibility to provide service to children which will not only close gaps but provide equal opportunities to children and their families. Parents will continue to have a choice from many services being offered, and the Federal government can play a key role in the provision of information to enable parents to make enlightened choices.

Information and Referral to Parents - The Federal government can provide leadership in developing services that assist parents in making choices in the selection of child care arrangements by requiring states, as part of their licensing plan, to make available information and referral services. The Federal government could also act appropriately in researching the development and delivery of diverse quality day care services. The need for a coordinated system, incorporating evaluation and information dispersal, is very obvious here.

SUMMARY

Licensing Branch sees the state licensing of child care facilities as the foundation of a diverse system of quality day care delivery. With Federal support, licensing laws and minimum standards can be developed which have the backing of the community. Adequate regulatory programs can be developed to enforce the laws and the standards, providing basic protection to the health, safety, and welfare of children in day care.

With basic protection as a base, a diverse system of child care services above the minimum level can be developed which provides choices for the consumer of day care services. No one type of child care system can meet the needs of all children, but all systems must have a basic component those standards of care which serve to protect health, safety, and well-being.

Any legislation concerning child care must be aimed at protecting the rights and interests of children, parents, and child care providers.

By the cooperative efforts of many types and categories of care, along with the agencies responsible for the licensure and funding of such services, many more families may be able to have their child care needs met.

QUALITY CHILD CARE AND THE CDA CREDENTIAL - Virginia Morriss, President, CDA's of Texas

I am a CDA - and the president of the CDA's of Texas.

That means that I have received a credential from the CDA Consortium in Washington attesting to the fact that my performance with young children has been assessed and met specific standards of competence established by 39 member organizations concerned with young children's care and development.

The CDA credential award system is a significant contribution to early childhood development professionalism because it has identified competencies needed to provide quality care of children and established a way for competent day care teachers to be recognized.

I and nearly 300 other Texas teachers of young children are proud to have this competency-based credential.

Our pride stems from the belief that the greatest assurance of the quality of child care programs is the teacher/caregiver.

What the day care teacher knows about the needs and development of young children and the skills and personal qualities she brings to her work with children is the single most important contribution to a good child care center.

In the 60's the Department of Labor did a study of job prestige. In that study the day care worker was ranked below that of the dog trainer.

If we are to improve the quality of day care we must first improve the professional status and professional preparation of those who care for the children. The CDA then offers a great opportunity for 'filling the gap' between the untrained and the trained, qualified teacher in providing a needed improvement in the quality of day care.

The CDA credential award system offers to persons with child caring experience and for those who either through preference or necessity seek to obtain less than the 4 yr. college degree program an opportunity to be assessed and recognized for his or her competency.

Many others share this belief. There is a Texas Committee on Early Childhood Development Careers formed 3 years ago by 3 State agencies to develop a comprehensive career system for early child development personnel. Fifty professionals from all over the State have worked together on a career ladder, training, and professional recognition for teachers of young children.

In 1972 the Department of Community Affairs funded 7 pilot CDA training programs to help teachers like myself to acquire the competencies needed to work with 3-5 year olds, and obtain the CDA credential.

Today 45 community colleges and 5 universities offer CDA training programs. Over 500 Texas day care, nursery school and Head Start teachers are preparing to be assessed for the CDA credential.

The State Licensing Regulations have written in the CDA credential as an alternative qualification for day care administrators.

By 1981, all Head Start teachers will be required to be CDA's.

In several cities in Texas day care programs are advertising for CDA's and paying them more than other staff or giving them promotions.

I feel the CDA competency-based training and credential is a step in the right direction toward improving the quality of child care through emphasizing the importance of competent staff--but there is a long way to go still.

CONCERNS OF HEAD START DIRECTORS IN ARKANSAS - Linda Linn, President, Arkansas Head Start Association

The overall goal of the Head Start Program is to bring about a greater degree of social competency in the children with whom we work. By social competency is meant the child's everyday effectiveness in dealing with both present environment and later responsibility in both school and life. To do this, the child's entire family as well as the community must be involved.

Since all children share certain needs, the Head Start Directors of Arkansas feel we are now at a time when it is essential for all day care providers to work more closely together in order to insure quality in all programs for young children. We feel that day care centers should continue to move out of the realm of keeping children and move into comprehensive child development services. This could be accomplished with all day care providers sharing and participating in training activities such as is now being provided to Head Start programs. We would all be reaching more children in a more effective way.

Some specific concerns are listed as follows: (1) Income guidelines discriminate against one parent families; (2) Title XX day care through centers and day care home networks are not being utilized to the fullest to provide day care services for children; (3) a greater effort should be made to search out the severely handicapped children in filling the 10% enrollment reserved for handicapped children; (4) unemployment benefits should be available to Head Start and day care employees who are not employed during the summer months.

POSITION PAPER ON DAY CARE - Betty Kerr, President, and Michael A. Zaccaria, Ph. D., Executive Director, Alliance of Child Development Associations

The Alliance of Child Development Associations is a national organization composed of various kinds of providers, professionals; federal, state and local agency personnel; and others concerned with child development in a broad sense. Its missions include: (1) To further the knowledge, training and skills of members in child development; (2) to educate the public in the value of and to promote licensed child care; (3) to conduct research and evaluation in any areas of possible benefit to children; (4) to foster optimum child growth and development; (5) to correlate the efforts of the members and Associations within the Alliance for the benefit of children; (6) to conduct and sponsor workshops in child development for parents, teachers, directors, administrators and operators; (7) to publish and communicate results of research, evaluations, proposals, regulations and events for the possible benefit of children.

It sponsors annual child care symposia. Each of its yearly meetings include at least one timely, controversial issue for public debate. The officers and leaders in the Association have been very active in writing and publishing. The current president is a director-owner of a private day care center in Oklahoma City. She had also been active in non-profit day care. She is the author of Creative Learning. Dr. Willard Abraham, the President-elect, who is Professor of Special Education at Arizona State University, has extensive writings in books, articles and columns on children and preschoolers. Dr. John Hollomon, the President of National Association of Child Care Administrators (an affiliate group under the auspices of the Alliance) is an Associate Professor at the University of Texas at San Antonio. He has written extensively on social policy development, curriculum materials, and research papers. Dr. Michael A. Zaccaria, our Executive Director, along with Dr. Hollomon, has done considerable research and policy development. They were the primary researchers and authors in the following relevant publications: The Texas Day Care Study, Understanding Child Care, Day Care and Social Policy, A Public Review in Federal Region VI of the Federal Interagency Day Care Requirements, and A Position Paper on the Role of Federal, State and Local Governments on Standards, Regulations and Laws for Day Care. In addition, the leaders and staff members of the Alliance have been busy reviewing, analyzing, and critiquing the relevant literature on day care and child care issues. Our testimony will be very heavily based upon our analyses of a broad range of research, practices, and statements made by experts.

From the review on federal requirements a number of important issues evolved. Summary, conclusions or inferences follow:

1. The federal requirements should not be so rigid in exacting duties and responsibilities of a day care facility that duties and responsibilities of parents are diminished. That is to say that operator requirements should not be so encompassing that they allow parents to abdicate their parental responsibilities.

2. Enforcement of requirements and standards should rest with local and state governmental agencies.

3. The competence of caregivers is recognized as important by child care administrators and experts. Public policy on this item is somewhat confusing. Child care operators, experts and advocates all see a need for improving the competency of staff members. A number of legislators, on the other hand, see day care facilities as a place of primary employment for welfare recipients. These two positions appear to be incompatible. Select and training criteria should be toward developing competent caregivers. Welfare recipients should be selected and trained for those jobs in which they would be both competent and satisfied. In the meantime it might be suggested that staff members be required to attend certain numbers of hours of training each year.

4. Although the controversy on staff to children ratios for day care centers is not as polarized as it once was, ratios are still a problem. Publicly funded day care center operators might like to maintain a relatively small ratio (small number of children to be cared for by each teacher) such as is provided for in current federal regulations. Private providers such as those found in proprietary and church related centers tend to want larger ratios. Staff to children ratios need to be reconsidered in light of the capability of child care providers, the state licensing standard ratios, local and regional conditions of the state-of-the-art, and the law of greater goodness. The law of greater goodness applies to a provision of intent and results.[3] For example, child care advocates and experts may feel that we should provide the best possible care for the poor disadvantaged children. Thus a stringent staff to children ratio is implemented. Since funds might be limited, only a fraction of those children eligible for such care are able to take advantage of the child care services that are provided. (For Head Start programs it is estimated that 14 to 18% of those eligible for such programs are able to take advantage of them.) For Title XX programs it is estimated that current funds will care for no more than 10% of those eligible. It can thus be argued that this requirement is unconstitutional and illegal since it does not allow the other poor children of the same category to participate because those few that are in the program have already used up the funds. The study on Opinions on Day Care and Social Policy concluded that in the development of legislation, policy and regulations that (1) all parents be given freedom of choice in selecting child caring arrangements and child caring facilities; (2) parents be allowed input into policy development of facilities either through suggestion systems or through advisory committees; (3) social and cognitive development of children not be made an optional requirement; (4) centers should be required to have sufficient toys and equipment; (5) child care staff members be required to attend a minimum number of training sessions or workshops per year; (6) all group day care and day care centers be required to be state licensed; (7) all federal and state day care standards be based upon research and practical economics; (8) there should be strong encouragement for the development of policies that do not lead to the segregation of economically disadvantaged centers; (9) public money be used for preventative health care as well as dental and health care for poor children; (10) public monies be used to assist economically disadvantaged children to the extent that their parents are unable to do so; (11) agencies and operators be given responsibility for utilizing community resources before expending state and federal funds; (12) communities be given the responsibility to provide social, health and prescreening services for young children; and (13) public monies be used to help provide training for all day care personnel.

Multiple sets of regulations may cause considerable confusion in the minds of providers of child care services, licensers, legislators, and the public. Many providers, for example, cannot distinguish between requirements from state licensing standards, those from federal standards and those at local level. Trying to integrate the several sets and keep records accordingly may be wasteful, costly, and harmful to children. Administrative costs involved in federal standards may account for a significant portion of the child care costs. There may be an erroneous assumption on the part of public officials that if it is a federal standard, and it is more stringent, that this necessarily means that it is a better standard. This is not necessarily true.

Having two sets of standards within a state may also tend to make for two systems of child care--one for the economically disadvantaged children and a separate one for the children whose parents pay for these services. This may cause segregation, added costs, and the denial of appropriate care for those children entitled to the program. We feel that federal standards should be imposed as a funding standard in cases in which the state has not adequately developed appropriate, comprehensive licensing standards.

The UNCO report on barriers to compliance with federal requirements, together with other studies and information, indicate considerable difficulties in implementing and enforcing federal standards. National standards are difficult to carry out even under the most ideal situations. There is probably no federal program which has been able to maintain consistent standards and operating procedures nationwide even for those programs which are federally administered. Day care expenditures and commitment vary considerably from state to state. Only about 8% of total consumer costs of day care are federally funded. Some 80% of licensed child care is of a private entity involving independent or voluntary facilities.

A day care cost and fee study, completed by the Texas Department of Human Resources in July, 1977, gives us considerable insight into what is happening in Texas with inferences for use nationwide:

1. A center that operates at 50% of capacity is shown to have twice the overhead cost as one operating at full capacity. The administrative costs of a fully utilized center amount to over $2.25 per child per day.

2. The present capacity in the state of Texas of its licensed or regulated day care facilities could care for approximately 165,000 children. There are sufficient vacancies in the present system to care for some additional 36,000 children.

3. Private providers (including proprietary and church affiliated) who offer infant care are generally doing it at fees that are several dollars under the actual costs.

4. Labor costs are inversely proportional to the staff to children ratio. The labor cost per child per day (based on a minimum wage of $2.65 hourly) for a caregiver whose group size is 10 is $2.65 compared to $5.30 for a group size of five.

Based on findings and inferences from the various cited studies, we make the following conclusions and recommendations:

1. Licensed and regulated child care insures a degree of health, safety, and development for young children.

2. The federal government subsidizes care for only a small proportion of children entitled to such care by legislative mandate. More federal monies should be alloted for care for economically disadvantaged children.

3. Elimination of the present stringent staff to children ratios would allow care for more children.

4. Public funds should be expended in the present universe of day care facilities of all types rather than in the creation of additional facilities.

5. Parents of subsidized child care should have freedom in the selection of child care arrangements and child care facilities. The use of a voucher coupon would insure more freedom in parental choice and minimize the two systems of child care which tend to segregate the economically disadvantaged child.

6. The pluralistic system of child care that we now have is a good system and should be encouraged to grow. All licensed or regulated facilities, be they public, private, non-profit or private for profit, should be given competitive access to public funds.

7. Parents should have the right and responsibility of rearing their own children.

8. The vast majority of child caring arrangements are of an informal nature where care is not provided in a licensed or approved facility. Children cared for in such facilities are in greater danger of risk.

9. Public and private secondary schools should be given the mandate to provide training in such aspects as to better prepare youngsters for family life.

10. There is a need to reconsider the staff to children ratios of day care centers in light of the capability of child care providers, the state licensing standard ratios, local and regional conditions of the state-of-the-art and the law of greater goodness.

11. If a staff to children ratio is mandated by federal requirements, centers caring for 20% or less of Title XX children in their care should not have to meet the federal ratio.

12. Selection and training criteria should be towards developing competent caregivers. Welfare recipients should be selected and trained for those jobs in which they would be both competent and satisfied

THE ROLE OF REFERRAL AGENCIES: PROBLEMS, PROCESSES AND PROSPECTS FOR THE FUTURE - John W. Hollomon, Ph.D., President, National Association of Child Care Administrators

The role of referral agencies in providing human services to children and their families needs to be more clearly defined. Often child care providers lack the requisite information to make appropriate referrals to the proper agency in time of greatest need. This is due, in large measure, to the fact that the agencies often fail to communicate to the child care providers the specialized services they offer.

The purpose of this short essay, then, is to point out some of the problems to be resolved, processes, and prospects for establishing a close cooperation among the child care provider, the family, and the referral agencies.

PROBLEMS

Problems arise when a child has unmet needs or unresolved conflicts that warrant the attention of persons with specialized knowledge and expertise in dealing with exceptionalities. The problems become exacerbated when the providers lack the sufficient information to determine what referral agency can best meet which unmet needs of children and thereby aid their families.

The services of referral agencies may be needed to mediate problems that arise when:

1. There are conflicts between what the child care center expects for and from children and what a family expects for and from its children.

2. The referral agencies have not provided the providers with listings of the (a) relative costs of particular services; (b) time schedules for their services; (c) relative amount of time required between making a referral and the actual delivery of services; (d) which services require the consent of parents, etc.

3. The provider does not have an established system for making referrals to proper agencies.

4. The family does not inform the provider on matters related to parental patterns of responding to their children's: (a) separation anxieties; (b) behavior problems; (c) habits of eating, sleeping, eliminating, hygiene, and learning (d) social life. (e) curiosities and questions; (f) language production; (g) their disciplining procedures, including how such behaviors are handled as childhood jealousies and disputes, obedience behavior, crying, attention-getting behaviors, childhood defenses, etc. (Hollomon, 1977; Hollomon & Associates, 1977, No. 1).

5. The provider is unaware of how referral services are coordinated within and between agencies.

6. Periodic and systematic reviews are not made of case planning and follow up procedures (Kadushin, 1976).

PROCESSES

The processes involved in resolving the above problems can be predicated upon the Children's Charter, which was drawn up by the White House Conference on Child Health and Protection in 1930. This Charter recognized the rights of the child to be the first rights of citizenship. Among these rights include health protection, recognition of and plans for individual child care needs; such measures as will identify and diagnose handicaps, and provide care and treatment, so that the child may become an asset to society rather than a liability; and an established system of making referrals to proper agents or agencies qualified to adequately meet the child's needs.

Thus, we can encourage our state legislators, and Congressmen to pass such acts as are required to guarantee:

1. The effective communication and delivery of referral services to children and their families.

2. That the role the child care provider is to play in making referrals is generally specified using criterion-referenced guidelines.

3. That referral agencies will be accountable to the state human services

system, as a means of being responsible to the identified needs of children and their families requiring immediate and specific services.

PROSPECTS

If the problems and the processes can be defined and conceptualized in statements generally agreeable to families, providers, and referral agencies alike, the following prospects seem plausible for the future.

1. Parents and providers will work together cooperatively in making important referrals.

2. More children and families will receive the help they need to solve their problems.

3. The gap between the family, the child care provider, and the referral agencies will become increasingly narrower.

4. Referral services will become more supportive, more accountable, more accessible, better coordinated, more highly specified, more responsive to the human services system; and less reactive to crises situations, but more continuous and responsive to child and family needs.

SUMMARY STATEMENT

In this brief essay, I have described the role of referral agencies--their problems, processes and prospects for the future--as related to getting services to children and their families during times of their greatest needs. The important role to be played by referral agencies in communicating and delivering child and family services can go a long way to help bring us some steps nearer to fulfilling America's dream for its youngest citizens. Let us make sure that we communicate the meanings of the messages conveyed here to our legislators and Congressmen.

Children's Charter (1930). Theory Into Practice, 1976, 15 (1), p. 69.

Hollomon, J. W. Serving children and their families--The role of the child care center. Resources in Education, 1977. ERIC ED 131 950. 44 pp.

Hollomon, J. W. & Associates. Day care center, home, human services (Module No. 1). San Antonio, Texas: Personnel Evaluation Research Systems, 1977.

Kadushin, A. Child welfare services--Past and present. Children Today, 1976, 5 (3), pp. 16-23.

STATEMENT OF A PARENT - Rebecca Rehmeyer, Webster, TX.

As a parent of two young children in a child care center since infancy, I support the present child-staff ratios of the Texas Minimum Standards. My boys have not been deprived but rather have flourished in a good group care situation.

As an owner of child care centers in the Houston-NASA Area, I participated in the standards revision process of the Texas Minimum Standards. My appraisal of the standards was based from the standpoint of a mother as well as an owner of child care centers. If followed I believe the Texas Minimum Standards ensure a safe and healthy environment for children. The standards protect children in regards to nutrition, cleanliness, fire safety, etc., on one hand and encourage a healthy developmental approach on the other hand.

I would also like to comment on the lack of regulation in the area of family day homes. I have seen statistics that indicate that while only 20% of the children in care in Texas are in licensed child care centers, 90% of all regulatory efforts and monies are spent on licensed centers.

I would like to see a shift within the Department of Human Resources or priorities to establish a more balanced approach toward regulation of the total child care spectrum. Why should 80% of Texas children in day care be ignored by the state agencies which are charged with the responsibility of protecting them simply because it is too difficult a problem for mere mortals to solve?

STATEMENT OF A PARENT - Terrie Hoster, Longview, TX

I have enjoyed participating in the Southwest Legislative Forum. I am a parent of two children of day care age and am very concerned with the availability of quality day care.

My consciousness to the state regulations for licensed day care facilities was raised when my first child was cared for in an inadequate situation with a high child/staff ratio. Through active parent concern this situation was changed.

During this forum, I have been very pleased and impressed by the number of individuals concerned in providing quality day care for all children. It has encouraged me to go back to my own community and become more aware of day care facilities operating in a variety of settings.

NEED FOR DIVERSITY IN CHILD CARE SERVICES - Pat Wright, President; Gwen Chance, Vice President, Texas Association for the Education of Young Children

The Texas Association for the Education of Young Children with a membership of over 2,000 people representing diverse professional and para-professional roles, and types of agencies providing various services to young children and families, support the need for diversity in child care services.

During the past decade significant changes have occurred in women's lives. The most obvious and documented aspect of these changes is the rising propensity of women working outside the home. In 1970, the mothers of nearly 26 million children under 18 years of age were in the labor force. Almost six million of these children were under age six, that is below school age and requiring some kind of care in their mothers' absence. There are many American mothers today that are not working due to the need for a child care arrangement. Thus, we seem to be on our way to a system of Majority of Working Mothers.

This development is the result of many social changes: giant strides in the education of women, changes in life styles and family structure, psychological changes encouraging women to utilize their talents in many ways; technological developments that make our economy less male oriented. Thus, our society has built into its very structure a pressing need for diverse child care arrangements for young children of working mothers.

While America does not seem to have accurate figures on the exact number of children in need of care or the exact number of facilities available, the most responsible estimates are made by Featherstone, 1970; Roby, 1973. They indicate that spaces in licensed centers or homes are available for no more than 20 percent of the children who need them (i.e., mothers employed). This figure does not include the large number of women who would like to work but do not have anyone to take care of their children.

The proposed Child and Family Services Act of 1975, H.R. 2966 would have provided for comprehensive services to children and families. It proposed to provide for quality child care programs and support services in diverse arrangements and settings to meet the varying needs of America's families. One very unique aspect of this bill would have served families with a wide range of income.

Finally, we are advocates through our varying professions and support all efforts for legislative endeavors toward a bill that will positively impact the quality of life of our children who are our future leaders.